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PARKS & OPEN SPACE

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METROPOLITAN TORONTO PLANNING DEPARTMENT

METROPOLITAN PLAN REVIEW

The Municipality of Metropolitan Toronto

Metropolitan Plan Review

Report No. 7

PARKS AND OPEN SPACE

A background document in the review of

"The Official Plan For the Urban Structure: Metropolitan Toronto"

Prepared by the Policy Development Division of the
Metropolitan Planning Department

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PREFACE

The Official Plan for the Municipality of Metropolitan Toronto, entitled "Official Plan For The Urban Structure: Metropolitan Toronto", was adopted and largely approved in 1980. The Plan applies to the Metropolitan Planning Area comprised of the Cities of Toronto, Etobicoke, York, North York and Scarborough and the Borough of East York. This area is illustrated on Figure 1.

In March 1986, the Metropolitan Council approved a program to review the Plan. That program has been published as "Report No. 1: Program", (April 1986, Metropolitan Toronto Planning Department) and copies are available from the Department.

The Metropolitan Plan Review will proceed by studying five major subject areas, namely:

- regional assumptions and the concept;
- housing and residential development;
- employment areas and activities;
- transportation; and,
- open space and environment.

Phase 1 of the review process, of which this study is a component, is the preparation and publication of a series of technical background and proposal papers covering the above five subject areas. Community response to those papers is an integral part of the Metropolitan Plan Review and is encouraged from all sectors and levels of the community. All responses will be considered in any subsequent policy reports recommending revision to existing policy.

Parks and Open Space is a technical background and proposals report which is one in a series examining "open space and environment" in the Metropolitan Toronto Planning Area.

FIGURE 1 : THE METROPOLITAN TORONTO PLANNING AREA

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PARKS AND OPEN SPACE

EXECUTIVE SUMMARY

1.0 INTRODUCTION

As part of the Metropolitan Plan Review Process, this report addresses the effectiveness of the Metropolitan parks and open space, and environmental management policies contained in the Official Plan. These policies have been established to protect and maintain the parks and open space resources which provide recreational opportunities for the Metropolitan population of 2.2 million. Metropolitan Toronto is fortunate to have an extensive system of parks, recreational facilities, trails and natural areas where the emphasis is on the conservation of lands for future generations.

Recent trends in recreation indicate that more people will be making use of the parks system for two reasons: increased discretionary time and growing interest in physical fitness/health. Recreational demands will also come from the growth of the surrounding Metropolitan region. Competing with these demands is Metropolitan Toronto's desire to protect, and in places re-establish natural areas for the sake of conservation and sound ecological planning. With the escalating cost of land there is increased pressure on the use of open space lands for other purposes, such as housing or commercial uses. These are the challenges which should be addressed by the Official Plan.

This report is directed at examining whether the policies within the Official Plan are effective, whether there is a need to clarify them or adopt new ones.

2.0 CONCEPT

"Urban structure" is defined in the Metropolitan Official Plan as:

> "...the broad distribution of population, households and employment activities; the Metropolitan Transit system, the Metropolitan Road system and the rights-of-way of that system; the water supply and sewage treatment facilities, the **Metropolitan open space system;** and the co-ordination and phasing of those elements."

As part of this Urban Structure, the valleys and waterfront form the basis of the parks and open space system, and it is in these areas that the development of Metropolitan regional parks has been concentrated. The system is a significant component of the urban environment, and by its natural and aesthetic contrast with other uses is an important part of the urban structure of the entire Metropolitan area.

The overall concept is that the system be an interconnected combination of parks and open spaces accessible to all Metro residents. The parks and open space system within Metropolitan Toronto comprises of Metro and local parks, and includes both private and quasi-public lands in addition to those portions in the public domain of municipal and senior levels of government made available for recreational use (e.g., the Sir Winston Churchill Reservoir, the Hydro Corridors, Ontario Place, Ontario Science Centre, and Harbourfront). Within the system are wildlife habitat and semi-wilderness areas, environmentally significant areas, landscaped open fields, hazard lands, formal gardens, active recreational facilities including bicycle paths and intensive facilities such as the pay-as-you-play tennis courts at Eglinton Flats.

Within the total system, Metropolitan Toronto maintains 3955 hectares (ha) of park land. Other components of the system include 3213 ha maintained by the local municipalities, 380 ha maintained by the Metropolitan Toronto and Region Conservation Authority (MTRCA), 282 ha at the Metropolitan Zoo and 40 ha at Ontario Place.

Overall, we have a ratio of 3.7 ha of open space per 1,000 people. Although this appears to be one of the highest ratio of parkland to people in the major cities of the world, it must be remembered that the Metropolitan Toronto Region is facing trememdous growth both in redevelopment and development on the periphery. Unfortunately, the amount of land available for parks and open space is fixed in quantity and as growth intensifies, **Metro should continue its efforts to acquire and maintain accessible parkland to complete the system.**

3.0 PROTECTION OF THE PRINCIPAL RESOURCES

The Metropolitan parks and open space system is important from an environmental perspective, especially in terms of its functional elements of conservation and flood control. The protective policies for these elements must remain paramount in the interests of public safety and general ecological well-being. Consequently, a conservation-oriented philosophy is the first priority in the Official Plan.

Environmental functions and natural processes are often taken for granted or not understood. For example, maintaining the hydrological system is an important environmental function of the open space system as is the moderating benefits that vegetation has on the quality of the air and water. In addition, opportunities for nature appreciation are provided by the retention and protection of wildlife habitat and environmentally significant areas. These environmental processes are often undervalued in our society's efforts to provide for more housing, employment areas and facilities to support urban growth.

The Metropolitan Official Plan's policies, in conjunction with area municipal land use policies and the MTRCA programs, have been successful in protecting the system from incompatible development and preserving its functional capabilities with respect to flood control and conservation of the natural environment. In the future it will be necessary to continue to protect the system and improve the quality of the environment.

4.0 RECOMMENDATIONS

The recommendations arising from the review have been grouped into:

A. **General Recommendations** directed at the programs and policies of various levels of Government and the MTRCA.

B. **Official Plan Recommendations** which suggest amendments so as to prompt public discussion. Detailed amendments will follow in the second phase of the Metropolitan Plan Review Program.

4.1 General Recommendations

4.1.1 Recreational Needs

The next 25 years will bring increased levels of participation in active and passive recreation. This will not be accounted for by any major population increase, but by the increased interest in the awareness of the natural environment and the importance of physical fitness as part of everyday life. Participation need not be limited by age, gender, mental or physical ability.

The costs associated with providing new active recreation facilities can be substantial particularly if large structures are required. While the 1983 Parks and Property Department survey of users of the Central Don and three waterfront parks was extremely useful for parks program purposes, it did not provide enough information on the types of recreation and related facilities that will be needed in the future. If Metropolitan Toronto is to respond effectively, it is critical that a comprehensive survey be undertaken to determine future recreational needs.

It is recommended that:

a. **An updated recreation survey of Metropolitan households should be undertaken to gauge future demands for recreational facilities and programs. This should be done in consultation with local program providers, MTRCA and the Provincial and Federal Governments.**

4.1.2 Metropolitan Interests Along the Waterfront

Along the waterfront, Metro's involvement has been concentrated on implementing the 1968 Metropolitan Toronto Waterfront Plan. Considerable progress has been made in developing projects such as Humber Bay, Ashbridge's Bay and Bluffer's Park and work continues on the remaining projects at Sir Sam Smith, Tommy Thompson and East Point Parks. Responsibility for the development of the Waterfront Plan is assigned to the MTRCA, except for the Central Area between Coxwell Avenue and Dufferin Street where the Toronto

Harbour Commission has jurisdiction. Metropolitan Toronto is responsible for 50% of the cost of Waterfront developments and has full responsibility for the cost and maintenance of the developed parks. Metropolitan Toronto's involvement has been limited in the Central Waterfront area to the management of Exhibition Park and the Toronto Islands, the provision of major transportation facilities and the review of development applications. The Central Waterfront is not shown in Figure 10. However, there are broad Metropolitan planning issues in this area and the Official Plan process should be used to develop an expression of Metropolitan interests.

It is recommended that:

a) **Figure 10 of the Official Plan be amended to indicate regional open space interests in the Central Waterfront and efforts be made to develop Metropolitan policies to reflect this interest in order to ensure that no open space opportunities be lost should non-port-related uses be permitted.**

In Etobicoke, redevelopment projects along Lake Shore Boulevard especially along the Motel Strip provide an opportunity to extend public access and facilities along the shoreline. Metropolitan Toronto should review the overall Waterfront Plan in the Western section of Metropolitan Toronto to examine the possibilities for a linked parks and open space system.

It is recommended that:

c) **The 1967 Waterfront Plan for the Metropolitan Planning Area be reviewed and the preparation of a new plan and/or policies be considered in conjunction with the MTRCA and local municipalities particularly as it applies to the Central Waterfront and the Etobicoke sectors.**

4.1.3 Environmental Management of the Principal Resources

The current Official Plan has environmental policies which emphasize land conservation and flood control. These are the purposes for which the valleylands

were originally acquired. It is now recognized that the value of natural areas goes beyond these objectives and that an increased emphasis on a healthy city and/or urban conservation strategy may be needed if a better quality of life is to be achieved. The policies, programs and responsibilities of various levels of government are giving greater priority to practices geared to preserving and enhancing natural features and processes. These efforts and others have wider implications than those subjects covered by the Parks and Open Space Report. Therefore, it is recommended that:

a) **The urban environment background report investigate and analyse the application of a healthy cities/urban conservation strategy approach.**

Metropolitan Toronto's and the MTRCA environmental policies are mutually supportive of each other, but an issue has arisen with respect to the Authority's regulatory responsibilities. Fill regulations provide a form of development control consistent with Metropolitan Toronto's and MTRCA's interests. However, denial of a fill permit by the Authority can only be appealed by the applicant. The Mining and Lands Commissioner judges the case solely on technical criteria but does not take into account land use planning issues. This has the effect of prejudicing planning interests of a municipality, particularly when related appeals against development are before the Ontario Municipal Board.

It is recommended that:

b) **The Province of Ontario be requested to investigate ways of having the appeals before the Mining and Lands Commissioner dealing with fill permit applications integrated with those of the Ontario Municipal Board.**

4.2 Official Plan Recommendations

4.2.1 Figures 10 and 11

Figures 10 and 11 of the Official Plan require some modifications to reflect current and future policy interests. Accordingly, it is recommended that:

a) **The lower reaches of the Don River, and other portions of valleys no longer in their natural state, should be incorporated on Figures 10 and 11 as areas where the environmental policies of the Plan can apply.**

4.2.2 Acquisition of Lands for Metropolitan Purposes

Because Metro is a constituent municipality within the MTRCA's watershed area, it is required under the Conservation Act to support the financing of the MTRCA's Land Acquisition Program. Metropolitan Toronto has cooperated for the past 30 years with the MTRCA in the application of this policy, and has benefitted well in this arrangement since the acquired lands have been turned over to the Metropolitan Parks and Property Department for development and management. MTRCA's land acquisition program is limited by Provincial funding and their mandate which generally restricts them to acquiring only hazard and conservation lands. Metropolitan Toronto should be considering a more direct acquisition program, either to supplement MTRCA's program or to acquire additional lands in upland areas. Accordingly, it is recommended that:

a) **Policies be reviewed to ensure they adequately reflect the needs of the Metropolitan park system beyond the areas presently depicted on Figure 10 of the Plan.**

Another potential source of park lands can be made available through the development control process involving applications for buildings along the valley's crest. It is generally acknowledged that hazard lands are not suitable for local park purposes. But where a development proposal involves areas below the crest (or in waterfront lands - behind the Regulation Line), which are suitable for regional open space/parks purposes, a conveyance under Section 41 (1) and 50 (5) (a) of the Planning Act should not be precluded. Accordingly, it is recommended that:

b) **Sections 9B.5 and 9C.2 of the Official Plan be amended so as not to preclude the conveyance of lands for public open space/parks purposes.**

4.2.3 Flood Plain Planning

When screening applications for development, the Metropolitan Planning Department has been guided by the Provincial policy on Flood Plain Management and the draft Provincial policy statement pursuant to the Planning Act entitled Flood Plain Planning. The policy has criteria for protecting areas below the Regulatory Floodline from development, but also allows municipalities to permit new development in specially recognized areas (i.e., the flood fringe area) and in historically occupied areas which can be defined as Special Policy Areas. Since there are historically occupied areas in Metro's floodplains, the Official Plan should recognize the concept for Special Policy Area designations. The requirement for the detailed designation and articulation of policies for Special Policy Areas however, should be considered an area municipal official plan responsibility. Accordingly, it is recommended that:

a) **The concept of Special Policy Areas be incorporated into the Official Plan in accordance with the Provincial Policy on Flood Plain Planning.**

4.2.4 Environmentally Significant Areas

Within Metropolitan Toronto, there are areas containing natural features and/or ecological functions of such significance as to warrant their protection. These areas are known as Environmentally Significant Areas and the Official Plan should ensure their protection from the direct and indirect impacts of development. Accordingly, it is recommended that:

a) **Sections 8 and 9 be amended to recognize Environmentally Significant Areas and their relationship to area municipal actions.**

4.2.5 Section 10

The City of Scarborough has adopted a secondary plan for Northeast Scarborough. They have also adopted a recommendation to request Metro Council to amend its Official Plan "to delete the 'Special Study Area' designation

and replace it with appropriate rural/recreational policies and relocate the realignment of Finch Avenue north of the CPR tracks, the re-alignment of Morningside Avenue, and Meadowvale Road". It is appropriate that the Metropolitan interests in the area be defined and incorporated into the Official Plan. Accordingly, it is recommended that:

a) **An amendment to the Official Plan be initiated which would reflect Metropolitan interests in Northeast Scarborough including parks and open spaces.**

5.0 CONCLUSIONS

In reviewing the Metropolitan policies relating to the Parks and Open Space System, the report concludes that the policies are suitable and for the most part are effective in achieving the broad objectives of Metropolitan Toronto.

The parks and open space system is one of Metro's greatest assets. Stretching along the waterfront and through our valleys, public parkland and natural areas are available for a broad range of activities. The system is the product of the 35 years hard work of the Metropolitan Council, the MTRCA, the local municipalities. Thousands of hectares of land have been acquired, many facilities built and programs put in place, so that today we have a system that few other cities can rival.

In the future, there are a series of issues which require further attention. These include:

- understanding future public recreation demands, so as to give clear direction and support to Metro programs;
- reviewing the role of Metropolitan Toronto in the development of the waterfront;
- identifying those elements required for the future expansion and protection of the system to meet the needs of the next 25 years; and
- strengthening the environmental policies of Metropolitan Toronto.

To assist in the resolution of these issues, the report has proposed a number of policy changes to the Metropolitan Official Plan. These proposals serve to clarify some policies as they relate to Provincial initiatives, the application of uniform environmental standards, and the development of policies to define Metropolitan interests along the waterfront and on the tablelands. In addition, a number of definitions have been recommended for revision or addition in order to clarify policy interpretation and implementation. These recommendations together with the input from the public, agencies and municipalities should enable Metropolitan Toronto to expand and develop the Parks and Open Space System with due regard for the needs of the population and the environment in anticipation of the demands which will be made on it into the next century.

1.0 INTRODUCTION

Metropolitan Toronto has one of North America's finest parks and open space systems consisting of 47 kilometres along Lake Ontario's waterfront and six watersheds; the Don, Humber and Rouge rivers and their tributaries and the Etobicoke, Highland and Mimico creeks (see Map 1). Most of these watersheds were insized by the runoff from the receding glaciers and as a result the valleys are wide and deep and form significant breaks in our urban landscape.

Over the last 50 years, various conservation efforts have been made to preserve and protect our valleys for parks and open space use. In 1954, Hurricane Hazel took 81 lives and caused an estimated $100,000,000 in property damage. The catastrophe prompted the government to acquire significant amounts of flood prone lands and enact new land-use planning controls to prevent any further loss in lives. The current Metropolitan Official Plan for the Urban Structure has parks and open space policies that reflect Metro's geography and history. In its widest sense, urban structure is defined in the Official Plan as:

> "...the broad distribution of population, households and employment activities; the Metropolitan Transit system, the Metropolitan Road system and the rights-of-way of that system; the water supply and sewage treatment facilities; the Metropolitan **open space system;** and the co-ordination and phasing of those elements."
>
> (Section 1.D.49)

Section 3.H of the Official Plan describes the concept for Open Space:

"H. OPEN SPACE

1. The **Metropolitan** open space system shall continue to be based primarily on the **major river valleys** and the **waterfront** and shall emphasize the natural environment and recreational activities best provided at the regional scale. The **Council** supports completion of the **Metropolitan** parks in the **major river valleys** and along the **waterfront** as its highest priority in regional park development.

2. **Council** intends to control both private and public development within and along the **waterfront** and **major river valleys** to protect the natural environment."

1.1 Purpose of Report

The purpose of the report is:

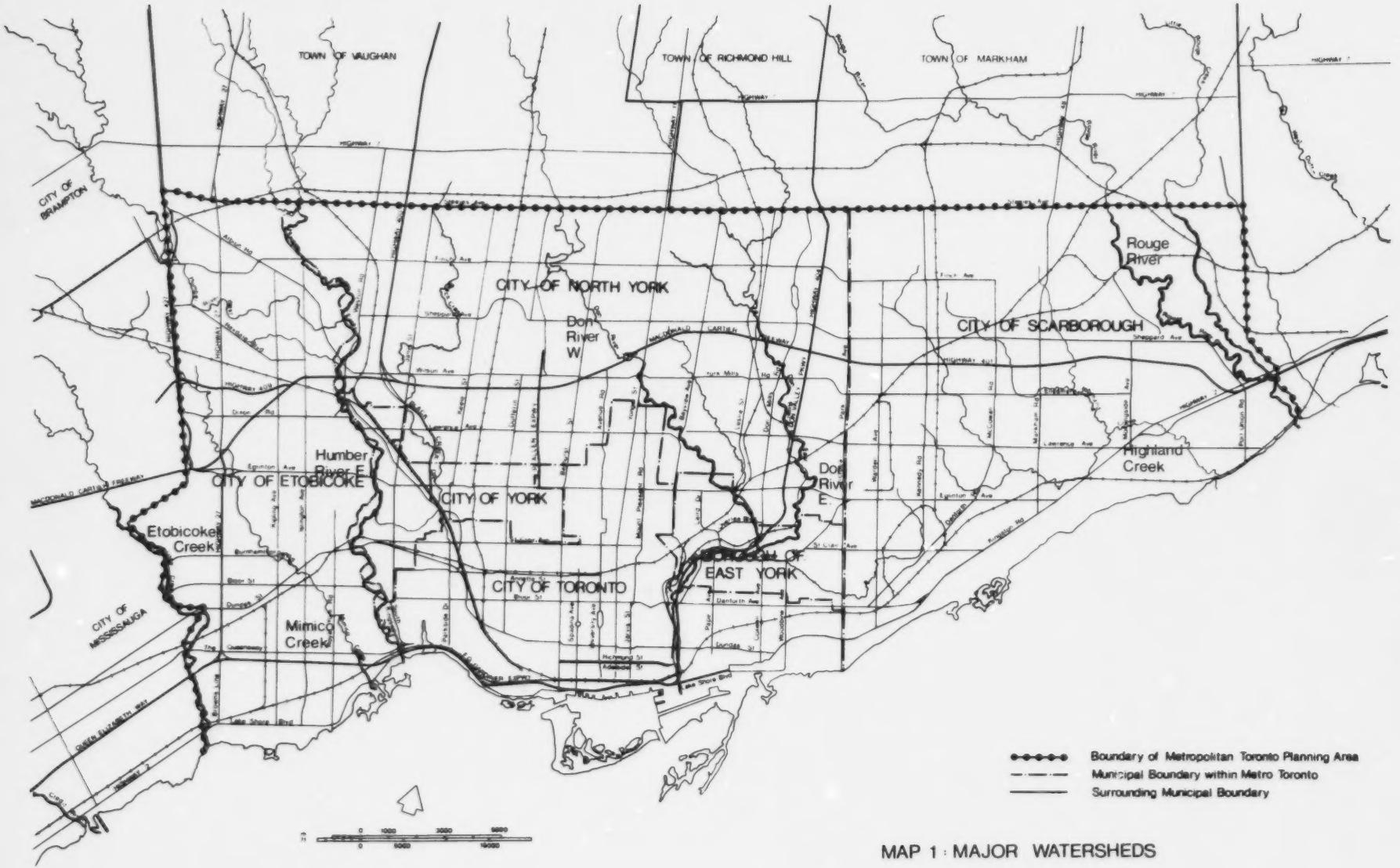
1. to examine existing Metropolitan Official Plan policies in relation to the parks and open space system and environmental management;
2. to identify assumptions, issues and trends related to these policies;
3. to develop recommendations to improve effective policy implementation; and
4. to provide preliminary policy proposals for amending the Official Plan.

Other topics pertaining to waste management, urban design, heritage resources and energy conservation are not dealt within this report. They may be part of other background reports to the Metropolitan Plan Review..

1.2 Historic Overview

In the early history of the City of Toronto, the major watercourses and the waterfront were viewed mostly for their commercial importance in relation to industry and transport. The maintenance of these resources for their natural and amenity functions was not recognized until the early 1900's when pressure for housing and road construction began to threaten their very existence.

Also at this time F.L. Olmstead, an American landscape architect, and Ebenezer Howard, an English town planner, popularized planning concepts such as the "garden city" and the introduction and enhancement of natural areas within major urban centres. The first mention of interest in the maintenance of the valley system for public enjoyment was introduced in Toronto by a group of enlightened citizens which formed the Guild of Civic Art. In 1909 the Guild put forward a "Comprehensive Plan for Systematic Civic Improvements in Toronto", to respond to pressures of the rapid growth of the City. Among other matters, the plan sought to bring out the unique, natural qualities of Toronto by "sensitive landscape treatments of the lakeshore, the Island, the Don and Humber Rivers and the ridge (the escarpment south of St. Clair) and the numerous ravines"[1]. To accomplish this concept the plan proposed to stop undue building and commercialization on these areas. They also proposed that hundreds of



MAP 1 : MAJOR WATERSHEDS

acres of new parkland be created by developing the system of ravines, river valleys and shoreline to provide for a continuous chain of parks and parkways surrounding the city.

In response to the commercial importance of the Toronto Harbour and loss of recreational access to the Lake Ontario shoreline, the Federal Government in 1911 created the Toronto Harbour Commission at the request of Toronto City Council and the Board of Trade. The Commissioners' comprehensive plan prepared in 1912 proposed a virtually continuous band of park, parkway and protected inland waterway across 14 miles of lakefront. As in the Guild's park plan of 1909, emphasis was placed on providing the potential for leisurely movement along a continuous parkway.

While some aspects of the above plans were carried out, the extensive greenbelts or parkways were not implemented largely due to interruptions of World Wars I and II and the depressed state of the economy. However, the greenbelt concept was not totally forgotten. A greenbelt proposal to preserve the extensive valley system beyond the City of Toronto's boundaries was fostered in a report adopted in 1943 of a Master Plan for the City of Toronto and Environs. This greenbelt concept was further endorsed by the Toronto and Suburban Planning Board which was established in 1946 by the Province of Ontario. The Board was charged with preparing an official plan for the area consisting of the County of York and the City of Toronto. Important decisions had to be made with regard to inadequate water supply, sewage treatment and transportation systems to serve the growing urban population (about 1 000 000). Although the City of Toronto eventually sought amalgamation of the surrounding urban areas, the Ontario Municipal Board dismissed its application in favour of formulating a metropolitan municipal government. In the succeeding years, the discussions involving future patterns of development during the formation of Metropolitan Toronto included the desirability of protecting the existing valley systems.

When Metropolitan Toronto was incorporated in 1953, the only Metropolitan parkland in existence was 67.18 hectares in the west branch of the Don River between Eglinton and Lawrence Avenues. At this regional park system was not envisaged as an integral Metropolitan responsibility.

The concept of a regional greenbelt became part of the Metropolitan Planning Board's interest from the time of its first meeting on September 1, 1953. The greenbelt was understood to be comprised of the major river valley systems. Staff prepared an inventory of lands suitable to form part of the valleyland greenbelt and to explore methods of acquisition and preservation. In 1954, the Metropolitan government adopted these staff reports favouring the creation of the greenbelt, recognizing that it would be necessary to acquire lands before proposals could be considered for their development. Under authority of the Metropolitan Toronto Act, the new Metropolitan Council directed that land acquisition could commence within the valleys of the Humber, the Black Creek, the east and west branches of the Don River and Massey Creek.

A note of urgency entered the debates on greenbelt acquisition following the devastation caused by Hurricane Hazel in October, 1954. As a result, Metropolitan Toronto entered into agreements with the Federal and Provincial Governments to acquire flood vulnerable lands where re-occupation by the owner represented a serious threat to life. A large number of properties were acquired in the greater Metropolitan Planning Area which included part of the present Regional Municipalities of York, Durham and Peel.

It was not until the creation of the Metropolitan Parks Department in 1955 to control the development and maintenance of the Toronto Islands that consideration was given to the need to prepare a policy statement for a comprehensive Metropolitan parks system including greenbelts and lands acquired for flood control purposes. An initial policy statement to guide the long range programs of the Metropolitan Parks Department was approved by Metropolitan Council with the adoption of a report prepared by the Commissioner of Parks. This report stated in part:

> "Metropolitan parks should be regional in appeal, serving large communities. They should have enough area to accommodate widely diversified interests and activities. Their development should be extensive, rather than intensive and because they will involve, in total, a very large land area they should be designed to be maintained effectively at minimum cost. Our regional parks should take advantage of the available valley land and be no less than 250 acres in area."

Metropolitan parks, such as Eglinton Flats, should have enough area to accommodate diversified interests and activities.

Many parks have facilities which accommodate year-round activities.

Marie Curtis Park is another area which hosts a variety of facilities in keeping with conservation.

The report continued by listing the type of outdoor activities which regional parks could provide:

> "Metropolitan parks should offer opportunities for an outdoor experience - a basic need of people - in a manner which they can enjoy. But in addition to the day camps, council rings, extensive picnic facilities, bridle paths, nature trails and wilderness areas, they will serve as the laboratories for outdoor education and conservation. Indeed, the whole concept of Metropolitan parks should be consistent with the highest ideals of conservation itself."

This initial policy statement adopted by Metropolitan Council was subsequently incorporated into the (draft) Metropolitan Official Plan of 1959. It restated the desirability of establishing a regional parks system based upon the natural features in the region (e.g., river valley and waterfront system) but took a cautious approach to achieving its objective because of the high costs of land acquisition. Valleylands not critical to the development of the parks system were to be protected by the purchase of easements, restrictive zoning or through the development review process. With regard to the multiplicity of non-recreational functions existing on the waterfront, it was proposed that recreational land be acquired mainly through filling of Lake Ontario waterlots.

In response to the changing scope of the Metropolitan Parks Department's operations since its origin in 1955, a revised long range development concept for the creation of nine regional parks was developed in 1966. The nine parks were to be known as Toronto Island, South Humber, Central Don, Highland Creek, North Humber, Finch Dam, Willowdale Dam, Rouge River and Exhibition Park. This plan, which was adopted by Metropolitan Council on November 15, 1966 (Clause No. 1, Report No. 15 of Parks and Recreation Committee), is referred to as the "Twenty-five Year Development Concept for Regional Parks". To meet Council's objectives, priority was given to land acquisition by increased funding commitments to the Metropolitan Toronto and Region Conservation Authority's land acquisition projects.

The 25-Year Concept Plan envisioned that all river valleys would be kept free of development, acquired for public use and be developed for extensive rather than intensive recreational use. In addition, it provided for the development of intensive facilities for more active pursuits in addition to the non-programmed passive pursuits. Specifically, these included the development of regulation and

par-3 golf courses, playing fields for cricket, soccer, and field hockey, an administration of Exhibition Place and the recreational development of the Toronto Islands.

In addition to an agreement to develop and maintain M.T.R.C.A. lands within the valleys, Metro was a strong supporter of the development of large scale Conservation Areas beyond its borders. At the time, these areas were viewed as serving the needs of the Metropolitan population for more extensive recreation areas.

When Metro was incorporated the Lake Ontario waterfront provided little opportunity for public access, except to the Toronto Islands parts of the eastern and western sections of Toronto and at a few scattered local municipal parks in Scarborough and Etobicoke. The 1959 (draft) Metropolitan Official Plan proposed development of a scenic drive and a number of park areas on landfill in the lake. This was followed in 1968 by an ambitious Metropolitan Waterfront Plan for the 50 mile stretch of shoreline from Clarkson to Ajax. However, no decision was made as to which agency should be responsible for implementing the plan until the Province designated the M.T.R.C.A. as the principal agency in 1970. The implementation plan produced by the Authority was a scaled down version of the Waterfront Plan which was based on realistic objectives and on the need for shoreline protection. With little fanfare and considerable input from Metropolitan Toronto, the Authority succeeded in making available a public land base along the shoreline primarily by filling waterlots purchased from the Province of Ontario.

By 1980, much of the intended public land base along the waterfront was in place. The major waterfront parks include Marie Curtis, Humber Bay, Ashbridges Bay, and Bluffer's Park. Under construction is Colonel Sam Smith Park in Etobicoke, Guildwood Park in Scarborough, and Tommy Thompson Park in Toronto. Future projects are slated at East Point in Scarborough and the former Lakeshore Psychiatric Hospital site in Etobicoke.

In summary, the Metropolitan Parks and Open Space System has evolved over the years into a system of parks primarily to fill the passive recreation needs of the Metropolitan populace. Metropolitan Toronto's gains in providing recreational

land and in protecting the natural environment in the last 30 years have been impressive from a modest beginning of 67 hectares in 1953 to 3 955 hectares in 1987.

1.3 Assumptions of the 1980 Official Plan

The paramount assumption of the 1980 Plan was that the major river valleys, and the waterfront were the framework of the regional open space system. Specifically, the river valleys were to be acquired and developed for conservation purposes for a variety of active and passive recreational uses. In addition, the lakefront was to be developed wherever possible for public recreational purposes by the acquisition of lands, the utilization of undeveloped shoreline at suitable locations, and by the creation of substantial park areas through landfill in appropriate sites.

A second assumption of the 1980 Plan was that a regional parks system could not satisfy all of the requirements for public open space. The Plan recognized that the nature and location of regional parks would not be sufficient to meet the day-to-day and specialized recreational needs of people in their immediate neighbourhoods. Consequently, the third assumption was that the park system of the local municipalities would provide for these local needs while the Metropolitan system would provide certain recreational pursuits of more general appeal for activities that need larger acreages and specialized facilities.

A fourth assumption of the Plan was that existing private golf courses and major private recreational areas had regional importance and any redevelopment of the valleyland portion of the golf courses should be discouraged. This assumption was based on the general appeal of golf as a recreational activity, the value of golf course lands as a visual amenity.

The fifth assumption was the recognition that the attainment of the open space system would require that agencies such as the M.T.R.C.A., the Provincial Government and the private sector continue their programs of acquisition and development of parkland. The public perceives the open space system as one

continuous system without being aware of the jurisdictional differences. They expect this composite will be publicly available for open space and recreational use.

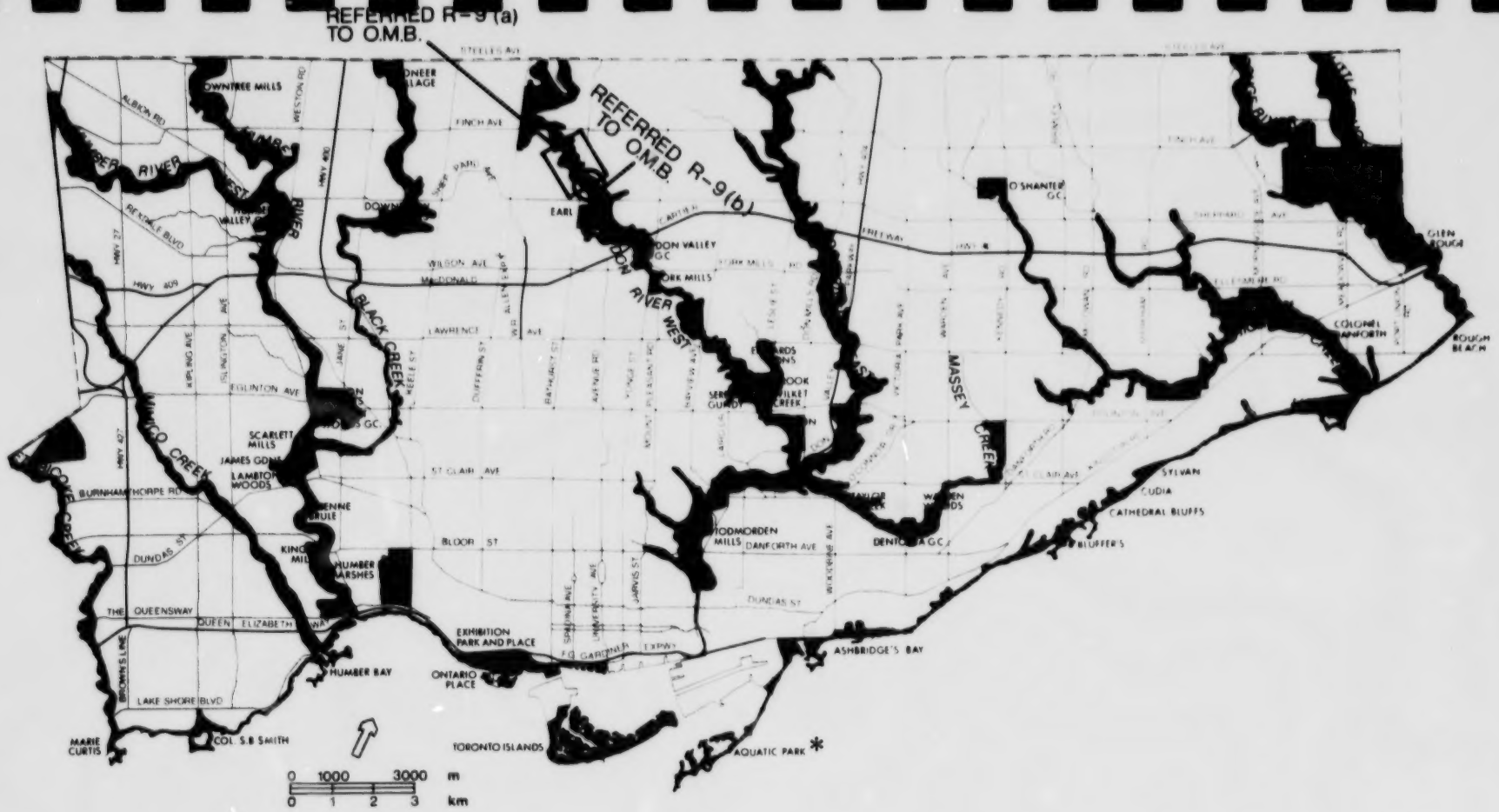
The sixth assumption was that maintaining and improving the quality of life and the general health of the public required the presence of clean air, clean water, open space, trees and vegetation. The parks and open space system is an environmental reservoir of these resources and to this extent the public expects all levels of government to set and maintain health standards, conserve the natural resources and eliminate water pollution throughout the system.

1.4 Concept of the Parks and Open Space System

The Metropolitan Parks and Open Space System is depicted on Figure 10 of the Official Plan (reproduced as Map 2). The Concept emphasizes the protection, conservation and development of a Metropolitan park system at a Metropolitan scale.

The overall open space system is a composite of interconnected Metropolitan Toronto and local parks with a combination of wilderness areas, groomed portions, floodways, trails, utility corridors and active recreational facilities. The open space system includes both private and quasi-public lands in addition to those portions in the public domain made available for recreational use (e.g. Ontario Place, Ontario Science Centre, and Harbourfront). The values of the system are not contingent solely on public ownership or parkland designation. Some non-public lands have been made available through agreements and by informal long term public use.

Metropolitan parkland generally contains large land areas of natural and groomed open space areas which are designed to provide extensive recreation rather than the intensive recreation experiences which can be found in the local municipal system. There are exceptions in certain areas (i.e., North York Ski Centre, and the Central Don Stables in North York) where specialized recreational facilities have been developed. The parklands also contain certain recreational pursuits which have a wide public appeal, need larger acreage and require specialized



The items indicated on this map are comprised of the following:

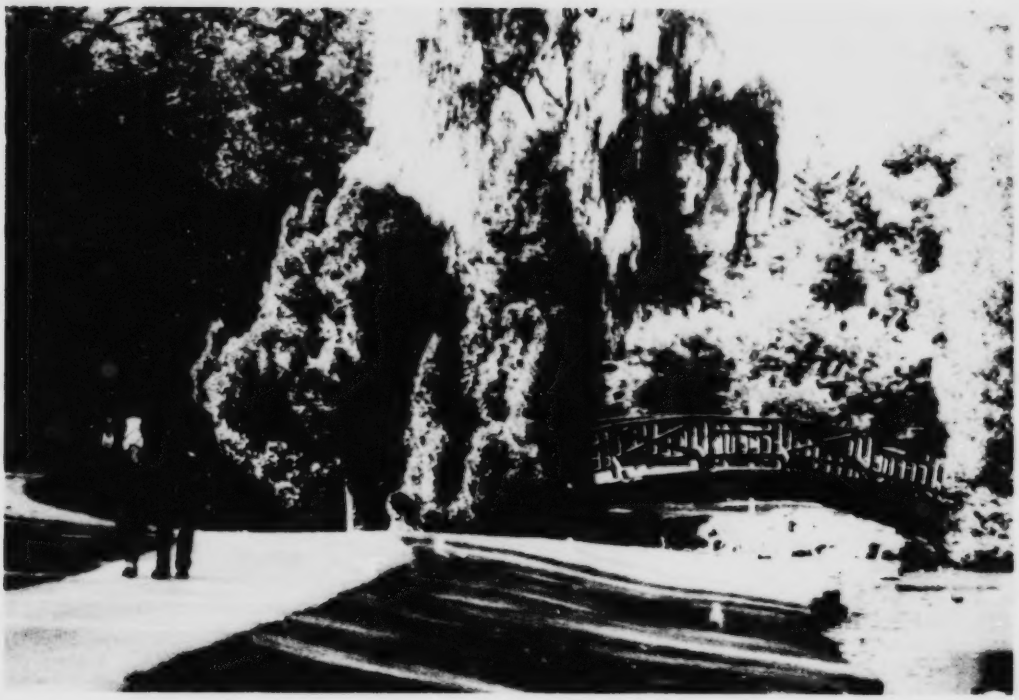
Waterfront Lands

- existing and proposed lands as described in The Metropolitan Toronto and Region Waterfront Project, 1977-1981;
- privately owned lands to which access will be attained over the long term by policies of this Plan.

Valley Lands

- existing lands within or connected to valley lands forming part of an integrated valley system which are owned by Metropolitan Toronto, an Area Municipality, a public agency or educational institution;
- existing M.T.R.C.A. owned lands;
- lands proposed for acquisition by the M.T.R.C.A. "Master Plan for the Acquisition of Flood Plain and Conservation Land".

MAP 2:
PRINCIPAL RESOURCES OF THE PARKS AND OPEN SPACE SYSTEM
FIGURE 10 OF THE OFFICIAL PLAN



Parklands contain specific recreational pursuits which have wide public appeal, such as Edwards Gardens.

Birdwatching is a sport which has increased in popularity over the years and the Metropolitan Parks System allows for unobstructed viewing. (Courtesy of The Ministry of Natural Resources)

facilities which area municipalities are unable to finance. The range includes golf courses, garden parks such as Edwards Gardens and the Metropolitan Track and Field Centre.

The ability to travel continuously within the Metropolitan parks system is another part of the concept which distinguishes it from the local municipal systems. The implementation of the concept should make it possible to travel the length of each river valley and along the entire waterfront.

2.0 BACKGROUND OF METROPOLITAN OFFICIAL PLAN POLICIES

This chapter focuses on the legislation influencing or authorizing Metropolitan Toronto's involvement in regional park development and environmental management.

2.1 Mandate for Parks and Open Spaces

The Provincial Legislature of Ontario has established by statute, a number of municipalities, including local municipalities, regional municipalities including the Municipality of Metropolitan Toronto. Most of the powers which are exercised by Metropolitan Council are contained in either the Municipality of Metropolitan Toronto Act or the Municipal Act. Other relevant Acts include: Planning, Expropriation, Conservation Authorities, Public Parks, and Highway Traffic.

Metropolitan Toronto's legal interests respecting parklands and open space originate from the enabling legislation of the Municipality of Metropolitan Toronto Act, 1953. This legislation gives the Corporation the power to pass by-laws to acquire and maintain parklands in the Metropolitan Planning Area and in specific, area municipalities of the surrounding regional municipalities. Chapter 314, Section 206(1) of the Act states:

> "206.-(1) The Metropolitan Council may pass by-laws for acquiring land for and establishing, laying out and improving and maintaining public parks, zoological gardens, recreation areas, squares, avenues, boulevards and drives in the Metropolitan Area or in any adjoining area municipality in The Regional Municipality of Durham or The Regional Municipality of Peel or in any area municipality in The Regional Municipality of York, and for exercising all or any of the powers that are conferred on boards of park management by the **Public Parks Act.**"

While the original Metropolitan Toronto Act bestowed the authority to acquire and maintain park and recreational facilities, subsequent amendments to the Act reflected increased responsibility for the development and management of the land base. Sections were incorporated to define responsibilities for specific sites

such as the Toronto Islands, Chapter 314, Section 215; Exhibition Park, Chapter 314, Section 209; the Metropolitan Toronto Zoo, Chapter 314, Section 213; and the Guild Inn, Chapter 314, Section 206(a); and provided for the establishment of Management Boards to operate these facilities.

Of the various operating agreements, the one pertaining to the Metropolitan Toronto and Region Conservation Authority (M.T.R.C.A.) is of particular significance as it has substantively affected the development of the regional open space system. Section 206(5) of the Metropolitan Toronto Act authorized the Corporation to enter into an operating agreement with the M.T.R.C.A., for the management and development of their land holdings within Metropolitan Toronto for park purposes. This agreement provided Metropolitan Toronto with the opportunity to obtain the necessary land base to establish the open space system.

The Metropolitan Toronto Act also confers on Metropolitan Council the obligation to develop an official plan as per the provisions in The Planning Act, R.S.O., 1983. The Official Plan provides a framework for the growth and development of the planning area while having regard to relevant social, economic and environmental matters. The Plan considers overall policy objectives on such matters as housing, transportation, education, parks and recreation. With regard to the latter, the Official Plan allocates separate sections on parks and open spaces and environmental management. In addition to the broad policy directions, the sections provide appropriate criteria to ensure the achievement of the Metropolitan goals and preparation of detailed planning documents by the area municipalities. For an upper-tier municipality, such as Metropolitan Toronto, the Planning Act establishes the principal that the area municipal Official Plans must be brought into conformity with the approved Metropolitan Official Plan.

Within the context of natural environment protection, Metropolitan Toronto's delegated authority extends only to that afforded under relevant Provincial Statutes, namely The Planning Act. Among other matters, Section 2 of the Act concerns itself with the ". . . protection of the natural environment" and ". . . the management of natural resources". It was through the processing of

development applications that the prospect of an environmental management role for Metropolitan Toronto materialized. Encroachments into the valleys and the ever escalating threat of continued loss of valleylands due to development pressures led Metropolitan Council to adopt specific environmental management policies in the Official Plan. Authority to affect these policies was in accord with the Planning Act and strengthened by the delegated approval authority given by the Minister for plans of subdivision and condominium. Health and safety aspects are also considered, but stem from other statutes regulating air, water and noise pollution.

To assist Council in implementing Official Plan policies on open space and environmental issues, a technical co-ordinating committee composed of representatives from the M.T.R.C.A., Metropolitan Parks and Property, Planning, Works, Roads and Traffic was formed in 1959. It was known as the Technical Advisory Committee on Parks and Conservation (T.A.C.P.A.C.). Its original mandate was to provide co-ordination of activities of respective Metropolitan Departments with those of the M.T.R.C.A.. In 1979, its mandate was expanded to include formulating the Metropolitan position on all applications for development within the Valley Land Impact Zone.

2.2 Federal and Provincial Policies

Through a multitude of policies and programs, the Provincial Government, and to a lesser extent, the Federal Government, influences the supply of public open space and recreational opportunities in the Metropolitan Toronto.

2.2.1 Federal Government

At the Federal level, there are several areas where the government has direct influence on Metropolitan policies. With regard to the waterfront, the Toronto Harbour Commissioners was established in 1911 by the Federal Government to oversee the planning, development and management of the Toronto Harbour. Their expertise in coastal engineering has resulted in extensive lakefilling projects along the shoreline and a significant portion of the landfill has been made available for parks and open space purposes. The most notable creation

is the Leslie Street spit, which has been transferred over to the M.T.R.C.A.. The spit is now known as Tommy Thompson Park and is included in the Authority's responsibilities within its Lake Ontario Waterfront Development Program.

In addition to providing scientific and technical operating research material regarding matters pertaining to health and safety (e.g. air and water quality), the Federal Government also provides funding and policy directives to assist in the management of the Great Lakes from an environmental, economic and social viewpoint.

With regard to flood hazards resulting from high water levels and significant storms, Federal disaster assistance is made available to offset loses stemming from a designated disaster. In connection with this assistance program, the Federal Government has entered into agreement with a number of provinces for the carrying out of a Flood Damage Reduction Program. The program in Ontario was initiated in 1978. It is primarily geared to preventing the creation of new problems through the preparation of flood plain maps and the carrying out of flood studies to define flood risk areas. Within this region, the M.T.R.C.A. has produced maps which display the area of flood risk. This area is defined as the area inundated by the Regulatory Flood[1].

Under the Federal/Povincial agreement, where a one-zone flood risk area has been defined (Metro watercourses are defined as such) the stated policy is that no Federal or Provincial Government buildings or structures will be placed in the defined areas. The agreement further directs that agencies withhold assistance to any projects in designated areas that are flood vulnerable. Zoning authorities are therefore encouraged to impose land use restrictions that would prohibit development projects in flood vulnerable areas. Furthermore, Federal disaster assistance grants would not be available for new development located knowingly in a designated flood risk area. Existing developments and certain public utilities which must be located in flood risk areas (e.g. sewage treatment plants) as well as, areas designated by the M.T.R.C.A. as Flood Damage Centres would still be eligible for disaster assistance and government funded programs.

Metropolitan Toronto's comprehensive environmental management policies which generally prohibit development in flood vulnerable areas reflect the objectives of the Canada/Ontario Flood Damage Reduction Agreement. The Agreement also reinforces the current floodplain policies of the Ontario Ministry of Natural Resources and the M.T.R.C.A. Consequently, there is no need to revise Metropolitan policies to document the Agreement or acknowledge Federal involvement in regional planning.

In summary, the Federal initiatives on floodplain matters are inherent in current Provincial and M.T.R.C.A. policies. No specific reference to Federal policies regarding the environment are necessary in the Official Plan. Where Federal directives are at issue, they are best resolved at the Provincial level or by the Toronto Harbour Commissioners.

2.2.2 Provincial Government

At the provincial level there is a variety of ministerial responsibilities:

a) The Ministry of Municipal Affairs is responsible for local government and community planning through two principal statutes - The Municipal Act and The Planning Act. Environmental and open space matters as they pertain to municipal official plan policies, by-laws and subdivisions are subject to approval by the Minister.

b) The Ministry of Culture and Communications promotes heritage conversation and supports cultural facilities including the Ontario Science Centre. It also administers the regulations regarding archeological excavations, pursuant to The Ontario Heritage Act and supports the Ontario Heritage Foundation, which provides opportunities for the preservation of historic buildings and nature reserves.

c) The Ministry of Tourism and Recreation is responsible for the provison of recreation, sports, and fitness resources to municipalities. Ontario Place is one of their most famous recreational/educational facilities in the region.

d) The Ministry of the Environment is responsible for maintaining the quality of the environment (air, water, and land) for the protection of human life and ecosystems in Ontario. The Environmental Assessment Act and the Environmental Protection Act are the principal statutes used in achieving these objectives.

e) The Ministry of Natural Resources is concerned with the use of the physical resources of land, water, trees, fish, animals and certain minerals for resource utilizations and recreation. Through the Lakes and Rivers Improvement Act they regulate certain works and through the Parks Assistance Act they provide funds to municipalities for park development. The Ministry also administers the Conservation Authorities Act.

The above are but a few of the ministries that have an influence on the development of Metropolitan Toronto's environmental policies. Other ministries involved include: Agriculture and Food, Government Services, and Transportation.

In general, Section 2 of the Planning Act defines matters of provincial interest (including the environment), that are broad in scope and general in nature. Individual ministries are also allowed within their mandate to state operative policies on issues such as on resource management that may affect municipal planning responsibilities without necessarily receiving Cabinet approval. Technical and advisory guidelines to assist municipalities in understanding and working with various planning issues and procedures are also issued by these ministries.

Since the multitude of policies influencing the environment among the various ministries sometimes overlapped or proved contradictory, a clearer indication of provincial interest was ncessary. Section 3 of the Act provides for the issuance of specific policy statements on matters of provincial interest (e.g. mineral aggregate resources), in a manner which would provide the clarification of each ministry's responsibility as it might pertain to municipal open space and environmental concerns, (among other matters).

Metropolitan Council has received and commented on the Mineral Aggregate Resources Policy Statement[2], the Flood Plain Criteria - A Policy Statement of the Government of Ontario on Planning for Flood Plain Lands[3], the Flood Plain Planning Policy Statement[4] (draft), Foodlands Preservation Policy Statement[5] (draft) and the Guidelines for Wetlands Management[6].

Other Provincial policies and guidelines have been considered in the review of Metropolitan policies and programs. Metropolitan staff have reported in particular on the Ministry of Natural Resources Maple District Land Use Guideline, Guidelines on Wetland Management and Provincial Areas of Natural and Scientific Interest (A.N.S.I.). Preliminary inventories identify three areas (the mouth of the Humber and Rouge Rivers and an upstream area on the Little Rouge Creek) as candidate wetlands areas under the Ontario Wetlands Evaluation System. Six earth science features, (exposed geological sites in the Don and Rouge Rivers plus along the Scarborough Bluffs), and three life science areas (biological) have been identified under the A.N.S.I. program. The three life science features are located in Scarborough, consisting of the Bluffs, the Rouge River's marsh and the woodlot located north of the junction of the Rouge and Little Rouge rivers. This woodlot has also been identified as being important in terms of it being a large representative sample within the Carolinian life zone.

With respect to the Ministry of Natural Resources' A.N.S.I. program, the identified areas are located either along the waterfront or in a major river valley. Consequently, **A.N.S.I.'s are subject to existing Metropolitan and M.T.R.C.A. policies and therefore do not require land use designation in the Official Plan** because of the policy protection afforded by the Plan. Please refer to the discussion on Environmentally Significant Areas in Chapter 2.3.

Metropolitan staff in maintaining liaison with the various Ministries are very cognizant of the above and other Ministerial programs. Where applicable, Metropolitan policies and programs have reflected provincial program objectives.

Of particular significance to the review of Metropolitan policy is the draft policy statement on Flood Plain Planning. Although the policy replaces the Flood Plain Criteria issued in 1982, the objectives remain the same - that is, to prevent loss

of life; to minimize property damage and social disruption; and to encourage a co-ordinated approach to the use of land and water management. Further, the draft new policy adheres to the principles that flood susceptibility should be minimized, and that existing development should not be subjected to increased flood risk as a result of new development and/or its cumulative effects.

The draft provincial policy statement differs from the previous policy in a number of ways. In general, greater emphasis is given to the municipal land use planning process as it relates to flood plain management than in previous documents; the new policy allows greater flexibility for municipalities in terms of defining the regulatory flood standard and areas where development may be permitted based on local conditions; the option to apply a two-zone concept may permit development in the flood fringe area but prohibit any in the floodway; a Special Policy Area exemption for historically-established communities located within the floodplain; and, a new concept of public safety associated with new development is introduced.

From a Metropolitan perspective, **the Regulatory Flood Standard is to be based on the Hurricane Hazel storm level** since it has been traditionally accepted as the standard to which life and property would be protected. **Because six watersheds terminate at Lake Ontario, and flow through Metropolitan Toronto, the Regulatory Flood Standard based on the Hurricane Hazel storm should be the minimum acceptable level to which all the municipalities in the watersheds adhere.**

The application of a two-zone policy within Metropolitan Toronto is not favored as a general development concept in view of the existing comprehensive approach taken for valley land protection. This rationale stems from the historical and physiographic nature of the deeply incised valleys in Metropolitan Toronto which are significantly different from the rest of the Province. However, it is acknowledged that there may be localized situations where the two-zone policy has or may be applied.

As to describing or mapping of floodplain lands, the preferred Metropolitan approach through the Official Plan is to indicate on a generalized map that the whole valley from crest to crest, including the floodplain will be maintained as

Open Space and that the M.T.R.C.A.'s mapping of floodplains should be referenced if precise information is required.

With regard to Special Policy Areas, Metropolitan Toronto has supported the concept of maintaining historically-established viable communities within the valleys and which are designated by the M.T.R.C.A. as Flood Damage Centres such as the Hogg's Hollow area in North York. These Centres by definition correspond to the Special Policy Area concept and therefore are not considered to be in conflict with existing policy, **but should be acknowledged in the Official Plan as possible exceptions to the existing comprehensive policy as stated in Section 9.B.1..**

However, **the designation and articulation of specific policy matters pertaining to Special Policy Areas is deemed to be more appropriately articulated in area municipal Official Plans and zoning by-laws owing to their detailed nature.** Insofar as the area municipalities would request the Province for the designation of certain areas as Special Policy Areas, the Metropolitan Official Plan should set out criteria to permit their designation where it can be demonstrated that they are based upon sound social and economic reasons. To this end, the designation of two Special Policy Areas in the City of North York's Official Plan were supported even though the Metropolitan Official Plan does not officially recognize them.

The modifications to the existing provincial policy statement aim to provide more flexibility to adapt to local conditions and land use of objectives across the entire Province and this approach is supported. Although most "options" are not considered appropriate for widespread application in Metropolitan Toronto, recognition of the need for flexibility should facilitate continuation of Metropolitan, Area Municipal, and the M.T.R.C.A. cooperation in comprehensive valley land management in which flood susceptibility is only one of several constraints against development. Other Metropolitan and Authority policy and program objectives **which do not solely relate to flood susceptibility** are also considered. **Within** this context, **it is acknowledge that the Official Plan requires amendment, for purposes of clairfication, to reflect Provincial objectives, particularly the Special Policy Area concept.**

2.3 Relationship with the Metropolitan Toronto and Region Conservation Authority

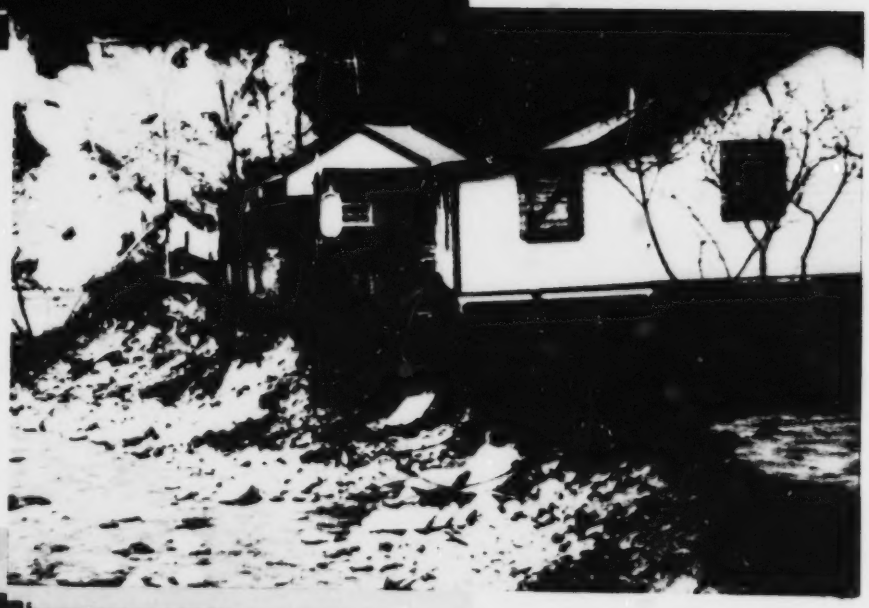
Since 1957, there has been a very close relationship between Metropolitan Toronto and the Metropolitan Toronto and Region Conservation Authority in terms of open space planning and environmental matters. This inter-relationship has led to the development of an impressive regional open space system heavily utilized by the Metropolitan population and environmental policies geared to the protection of the principal resources within the Metropolitan area.

Prior to 1957 there were four Conservation Authorities in Metropolitan Toronto with jurisdiction over the watercourses in the area: the Etobicoke-Mimico, the Humber, the Don and the Rouge-Duffin-Highland-Petticoat. The rather broad mandate of these Authorities, the absence of a firm financial base, and the fact that several municipalities had more than one Authority operating within their boundaries, tended to restrict their operations to short term remedial measures. The advent of Hurricane Hazel in October, 1954 underlined the advantages of a single watershed authority in implementing cumulative aspects of land use change on its flood control programs. In the aftermath of the flood, Metropolitan Toronto, in co-operation with the Federal and Provincial governments, acquired a number of flood damaged properties where re-occupation by the owner would have been unwise. However, it was evident that a strategy for future flood control was needed.

With the formation of the M.T.R.C.A., a comprehensive flood control plan, entitled "Plan for Flood Control and Water Conservation", was adopted by the Authority in 1959. The Plan provided for a 10-year implementation project which proposed a combination of remedial and preventative measures to address the problem of flooding by utilizing dams, reservoirs and channelization. Since the 1959 draft Metropolitan Official Plan was published at the same time, the two documents designated essentially the same land for acquisition within the Metro Planning Area. Subsequent documents have expanded and defined more explicitly the Authority's policies and projects but the basic direction of the Authority remains unchanged.

Formalized Authority policies regarding flood plain acquisition, regulation, and valley land management. In 1962 The Master Plan for Flood Plain and

The occurence of Hurricane Hazel in October, 1954 underlined the advantages of a single watershed authority.



Policies to protect property from the effects of floods and unstable slopes are an important part of the Official Plan.

A barrier is being constructed around an area of the Scarborough Bluffs which will control the amount of erosion. (Courtesy of the M.T.R.C.A.)

Conservation Lands formed the framework for the land acquisition component of flood control and water conservation. In Metro, this included all the lands below the crest of the major valleys (both side slopes and flood plain lands).

Co-operation between the M.T.R.C.A. and Metropolitan Toronto, despite some differences of opinion over acquisition priorities, has remained strong. In 1963, Metropolitan Toronto entered into an agreement to maintain and operate all M.T.R.C.A.-owned valleylands within the municipality, pursuant to Chapter 85, Section 21 of the Conservation Authorities Act. Under another formal agreement executed in 1972, lands created or acquired and developed by the Authority as waterfront parks would be eventually managed by the Metropolitan Parks and Property Department as regional parks.

With regard to the waterfront, the Authority was designated by the Minister of the Environment in 1970 to implement the 1967 Waterfront Plan[7] approved by Metropolitan Council (Clause No. 1, Report No. 6 of Legislation and Planning Committee, August 21, 1968). This Plan necessitated expanding the jurisdiction of the Authority to encompass part of Lake Ontario, but excluded the Central Waterfront as it was under the jurisdiction of the Toronto Harbour Commissioners. Since the Waterfront Plan could not be accomplished physically or economically within an appropriate time frame, the M.T.R.C.A. prepared a waterfront program or operational plan which is to be implemented by a series of 5-year work projects. Each 5-year work projected is submitted to Metropolitan Council for approval. To date, Metropolitan Council has approved 4 of these 5-year projects with the last one covering the 1987-1991 period[8].

At this stage in the development of the Metro/M.T.R.C.A relationship, responsibility for various types of open space were clearly divided between the two jurisdictions. Within Metropolitan Toronto the Authority was largely responsible for valley and waterfront acquisition, but its mandate for development is directed towards the waterfront. Metropolitan Parks and Property Department under agreement retained both the development and management responsibilities for the recreational use of the valleys, but only the management duties of the waterfront park system. At the strategic planning level, the Metropolitan Planning Department is responsible for long range planning with regard to land use matters and infrastructure.

Up until 1980, the Authority had been expanding its programming and financing into recreation, education, and historical preservation. Other conservation authorities were similarly undertaking a review of their policies and programs. As a consequence, the Province of Ontario directed each conservation authority to prepare a "Watershed Plan" as a comprehensive statement to guide its future programming. Consequently, the M.T.R.C.A.'s Watershed Plan[9] of 1980, reflected Provincial pressures to place greater emphasis back on watershed management.

The Watershed Plan, and its 10 component programs defined the Authority's goals, objectives and funding priorities in terms of its specific program areas relating to the mandate defined by the Conservation Authorities Act, R.S.O. 1980, as "the conservation, restoration, development and management of the renewable natural resources . . .".

This articulation and rationalization of Authority programs fortunately has not changed the traditional joint agency (M.T.R.C.A. and Metropolitan) co-operative positions in terms of planning, protecting, acquiring and developing natural resource areas in the valleys and the waterfront for conservation and recreational uses. Metropolitan Council therefore supported the principles of the Watershed Plan. This was in anticipation of continuing cooperation in the ongoing review of methods of implementation and coordination with municipal policies.

The policies and programs in the Watershed Plan have as their overall thrust, the retention of the well-defined valleys from top-of-slope to top-of-slope as natural units capable of passing Regional Flood flows, avoiding development that would be hazardous to life and property, and retaining the opportunity for preservation of the well-defined valleys as public open space areas consistent with municipal official plan policies. The contribution of the Authority's policies and programs to this overall thrust is set out in the Flood Control, Erosion and Sediment Control, Conservation Land Management, Watershed Recreation and Land Acquisition Programs. Of the ten component programs within the Watershed Plan, the Flood Control and Land Acquisition Programs are worth noting.

The M.T.R.C.A., through its Flood Control Program, sets as its goal to prevent, eliminate, or reduce the risk of hazard to life and property. In its review of development proposals, the Authority has developed operational criteria applicable to undeveloped and developed portions of the floodplains. In the latter case, a concentration of development which forms an integral part of an existing community has been defined as a Flood Damage Centre (F.D.C.). Acquisition of the F.D.C. is considered to be economically and/or socially unacceptable in comparison to individual holdings which could be bought outright to prevent unwanted development. Within Flood Damage Centres, additions, redevelopment and infilling may be permitted if protective measures limit the risk of flooding. Several flood damage reduction techniques can be applied to achieve this level of risk. The flooding risk is as defined for Special Policy Areas under the Provincial policy for Flood Plain Planning.

A total of 14 sites have been designated as Flood Damage Centres within Metropolitan Toronto (see Map 3). Because of the similarities to the Special Policy Areas concept contained in the Provincial policy on Flood Plain Planning two F.D.C.'s have been designated in the City of North York's Official Plan as Special Policy Areas. A potential exists to have some of the F.D.C.'s designated as Special Policy Areas if they comply with Provincial criteria.

The Authority also provides the technical expertise to Metropolitan to evaluate management and development plans from a risks and environmental point of view. As well, through its statutory authority by pursuant to Section 28 of the Conservation Authorities Act, the Authority regulates construction within areas subject to flooding, the placement or dumping of fill in areas defined on schedules, and the alteration of watercourses. Within the context of Metro's environmental management policies, the issuance of a permit pursuant to the Regulation is equated with the granting of a development right since it has complied with Authority policies. All private or public works located within the Authority's regulated areas must obtain a permit. Metropolitan park or utility developments are not exempt.

One issue of concern to Metropolitan Toronto is that in the event a permit is denied under the regulation, an applicant can request a hearing before The Mining and Lands Commissioner. The Commissioner only considers the technical

engineering arguments, and does not consider the planning, conservation and environmental aspects of the application. Within this context, the M.T.R.C.A. and Metropolitan planning and conservation objectives may be compromised by the decision of the Commissioner which can not be appealed. The decision also has the effect of prejudicing land use planning interests of a municipality particularly when appeals are made before the Ontario Municipal Board. **Therefore, in conjunction with the M.T.R.C.A. and with regard to the legal options available for considering planning implications, the feasibility of having the Mining and Lands Commissioner integrated under the auspices of the Ontario Municipal Board should be investigated.**

One other area of potential concern lies with the Authority's Land Acquisition Program. In order to rationalize expenditures, the revised 1980 Land Acquisition program did not designate lands for acquisition - rather, they are now only considered 'suitable' for acquisition subject to availability of funding. Accordingly, **the footnote on Figure 10 should be amended to reflect the updated Land Acquisition Program of the M.T.R.C.A.** Since the Authority is no longer intending to acquire lands to meet all its program objectives, because of funding and limitations of programs to acquire lands beyond the valleys it may be necessary for the Metropolitan Corporation to acquire lands unilaterally if it wishes to meet its own objectives for parks and open spaces. Within this context, **the Footnote on Figure 10 should indicate that the map includes private lands not identified in the M.T.R.C.A.'s Land Acquisition Program.**

The Authority also undertakes numerous studies relating to resource management which provide invaluable information to its constituent municipalities. They include such matters as hydrologic/hydraulic modelling, erosion inventories, stormwater management, fish and wildlife surveys, park user surveys, biophysical inventories and an Environmentally Significant Areas Study. The Environmentally Significant Areas Study[10] was submitted as background resource information to assist municipalities in carrying out their various planning functions.

Metropolitan Council in adopting various staff reports[10] on Environmentally Significant Areas (E.S.A.'s), supported the principles behind the identification and protection of E.S.A.'s. As the majority of the E.S.A.'s are located either in

●Flood Damage Centre

MAP 3 : M.T.R.C.A.'S FLOOD DAMAGE CENTRES

the major river valleys or along the waterfront, it is believed that the environmental management policy statements in the Official Plan reflect the need to specifically protect such sites.

The majority (66%) of E.S.A.'s are publicly owned and located predominantly within the principal resource areas shown on Figure 10 of the Metropolitan Official Plan. Of the 48 E.S.A.'s located within Metropolitan Toronto, only three sites exist outside the areas where Metropolitan Parks and Open Space or Environmental Management policies would apply. Because of the scale of Figures 10, and 11 it is impractical to accurately designate each E.S.A., particularly owing to the small size of many E.S.A.'s. **Therefore, rather than having a distinctive land use designation for E.S.A.'s references should be made in Sections 8 and 9 of the Plan which consider and/or recognize E.S.A.'s during the implementation of other policies in the sections.**

The identification and protection of E.S.A.'s also needs to be addressed in the management of natural resources. Metropolitan park development and maintenance programs take cognizance of the E.S.A.'s as part of implementing their master planning process. This includes obtaining approval from the M.T.R.C.A. as per the agreement established for their holdings within Metropolitan. With regard to E.S.A.'s which may be owned privately or by other public agencies, the traditional consultative role undertaken among the local municipalities, Metropolitan Toronto and especially the M.T.R.C.A. regarding development and maintenance practices has been very successful. **However, specific references to E.S.A.'s in Sections 8.D.5 and 9.B.8 should be incorporated to provide more specific policy protection at the area municipal level. Furthermore, Section 9.B.8 should be amended to urge area municipalities to adopt special legislation similar to the City of Toronto's Ravine By-law in order to protect E.S.A.'s not subject to Metropolitan Toronto policies.**

However, with regard to the Metropolitan Official Plan some textual references in the Official Plan regarding "environmentally sensitive areas" require clarification. An environmentally sensitive area can be interpreted to mean an area easily damaged or disturbed as a result of human activities. But as the M.T.R.C.A.'s definition suggests, "Environmentally Significant Areas" are land or water areas containing natural features or ecological functions of such

significance as to warrant their protection or preservation (e.g. Provincial Areas of Natural and Scientific Interest). Clearly, the two definitions differ, however, both are equally important items to consider in terms of valley and waterfront features and functions. **The term "environmentally significant area" to describe those natural areas with special values should be incorporated into the Metropolitan Official Plan** for purposes of differentiating between the two terms.

2.4 Conclusion

Metropolitan Toronto is the only upper-tiered municipality which directly administers a regional parks system. Although other county and regional municipalities have the legislative authority to consider a regional parks system, their Councils have not expressed a sufficient interest in establishing systems which would essentially duplicate the efforts of Conservation Authorities and Provincial Parks programs in their areas. By contrast, the Metropolitan Toronto advances in the provision of parks and open spaces could not have been accomplished without the support of the Metropolitan Toronto and Region Conservation Authority. The inter-relationship of programs and special operating agreements between Metropolitan Toronto and the Authority have benefitted the Metropolitan population from both an environmental and aesthetic point of view as well as providing a range of recreational opportunities which would have been difficult to attain in a totally urbanized area.

3.0 RECREATIONAL NEEDS

Developing requirements for new recreation facilities first entails determining the recreation needs of the population, determining the effectiveness of existing facilities or programs in meeting demand, and identifying major areas with recreation potential. It is within this context that this chapter assesses future recreational demand.

3.1 Park User Profile

A parks user survey of 1 204 people was undertaken by the Metropolitan Parks and Property Department in the 1984 Summer season focusing on the constituent parks within the Central Don Parks System (Wilket Creek, Serena Gundy, and Sunnybrook Parks) and three Waterfront Parks, namely Humber Bay East, Humber Bay West and Ashbridge's Bay (not including the Toronto Islands). This survey, while general in nature, covered a broad spectrum of topics and provided specific information related to park visitor characteristics, mode of transport, activities undertaken, facility service satisfaction and suggestions for improvements or changes. Since this survey covered only the most popular parks, any generalizations emanating from the information should be extrapolated with care. **To assess the recreation needs of the public at large, a more comprehensive survey will be required.**

Although the report was submitted for information to the Metropolitan Parks, Recreation and Property Committee (Report No. 1, Clause No. 6, January 16, 1985), it contains information which is useful in the context of this official plan review. The major conclusions resulting from the survey, are charted on Table 1. Assuming that the respondents were typical park users, the following information is relevant to this study.

The survey indicated that 69% of the visitors to the valleyland parks were in the young to middle-aged adult group (20-44 years), whereas along the waterfront this group represented 61%. A more marked difference in visitation was evident in the 45+ age group. Proportionally, this group favoured visiting the waterfront (38%) compared to the valleylands (17%). This difference between age groups

may be attributed to the more active recreation facilities in the Central Don and the large concentration of picnic facilities which cater to family activities. In comparison, the Metropolitan waterfront parks as currently developed, appear to appeal to more passive park pursuits such as walking activities and pleasure viewing.

Male participation in outdoor recreation was found to exceed that of females with 60% of the Central Don users being male as opposed to 40% female. Results from the waterfront parks were correspondingly 80% male and 20% female.

The survey confirmed the important role that the Metropolitan Parks serve as a location for small group and family inter-action. For example, more than 50% of visits to the waterfront and mainland parks were by parties comprised of two to five individuals (primarily couples and families). Larger group outings were more frequent in the mainland parks (30%) as opposed to the waterfront (14%), this being attributed to the availability of large group picnic facilities and the parks' proximity to high density residential areas.

In terms of travel cars were the most predominant method of park access. The survey revealed that 72% of visitors drove to the mainland parks and 84% to the waterfront parks. The second most significant modes of transportation were walking and/or cycling. These amounted to 25% in the Central Don and 11% in the waterfront parks. Use of public transit accounted for only 2.6% in the Central Don Park System and 4.2% in the waterfront parks. When places of residence were mapped, it was noted that approximately 85% of visitors resided within Metropolitan Toronto.

The survey also confirmed that a high percentage of users remained in the park for half day outings (Central Don 47% and waterfront 57%). This can be explained by the activities undertaken and the fact that many visitors drove to the parks from outside the immediate area with the intention of remaining for several hours.

TABLE 1 : 1984 PARK USER SURVEY

	% Response	
	Total Central Don (914 sampled)	Total Waterfront (263 sampled)
Transportation		
Transit	2.6	4.2
Private Vehicle	71.9	84.4
Other (Walking/Cycling)	25.1	11.4
(No answer)	.4	-
Adequate Parking		
Yes	67.3	73.8
No	2.0	11.0
(No answer)	30.7	15.2
Number in Party		
1	13.3	12.2
2	31.1	41.1
3-5	23.5	32.6
6-10	11.6	11.8
11-20	13.8	2.0
21+	5.1	-
(No answer)	1.6	.3
Group Description		
One or Two Couples	26.9	30.8
One Family	28.2	25.1
Two or More Families	12.8	14.4
Friends	17.4	14.8
Other	4.7	-
(No answer)	10.0	14.9
Frequency of Use		
First Time	10.9	18.3
Daily	12.7	3.0
1-2 Times/Week	19.5	27.4
Monthly/Occasionally	34.6	29.3
Weekends	11.7	12.2
Other	10.4	9.8
(No answer)	.2	-
Length of Stay		
1 Hour	21.8	9.9
2-4 Hours	46.7	57.0
5+ Hours	27.1	31.5
(No answer)	4.4	1.6
Seasonal Use		
Spring	26.1	22.8
Summer	97.1	100.0
Fall	37.2	27.0
Winter	17.7	16.3
Sex		
Male	60.2	80.4
Female	39.8	19.6

* Source: Municipality of Metropolitan Toronto, Parks and Property Department, 1984

	% Response	
	Total Central Don (914 sampled)	Total Waterfront (263 sampled)
Age		
0-9	3.0	-
10-14	1.4	0.8
15-19	10.3	1.1
20-24	13.4	8.8
25-34	31.2	24.0
35-44	22.2	27.8
45-54	7.1	18.6
55-64	5.3	13.6
65+	4.1	5.3
Activities**		
Picnicking	47.2	26.2
B-B-Q	34.9	9.5
Walking	32.3	49.8
Hiking	.1	.4
Jogging	8.9	4.2
Vita Parcours Fitness Trail	1.1	-
Bicycling	20.8	9.1
Cross-country Skiing	2.3	-
Horseback Riding	1.0	-
General Relaxation	41.1	57.0
Natural Environment	11.4	1.5
Swimming	-	12.2
Team Sport Activities	7.0	-
Food Concession	1.3	-
Special Events	.3	.4
Public Washrooms	5.3	-
Archery	1.7	-
Boating	.1	8.0
Additional Facilities		
Picnic Site Improvements	24.4	5.4
Bike Facility Improvements	5.0	.4
Security Improvements	1.7	1.9
Recreation Facilities	17.9	9.2
Sportsfield Improvements	3.3	.4
Support Amenities	45.4	15.7
Horticultural Improvements	1.0	.8
Catering Facilities	6.8	11.1
(No answer)	36.7	63.9
Park Signage Adequate		
Yes	87.5	98.1
No	12.5	1.5
(No answer)	-	.4
General Comments		
Complimentary	36.7	6.9
Complaints/General	2.7	5.3
Complaints/Traffic	4.9	.8
Complaints/Cleanliness	2.0	9.6
(No answer)	53.7	77.4

** Total number of activities taken place - does not total 100%

An encouraging statistic was the significant proportion of those interviewed who made use of the parks in the winter, particularly for cross country skiing. In the case of the Central Don Parks System, 18% of those interviewed indicated that they made visits to the park in the winter season. Similarly, the waterfront system was utilized in winter by 16% of the sample.

A number of questions in the survey were designed to ascertain user acceptance and satisfaction with respect to facilities and services provided. For example, frequency of repeat use indicates, in part, the public's acceptance and satisfaction with the facilities and services. Table 1 indicates that both the Central Don and waterfront parks reveal strong repeat patronage with 89% and 82% respectively having made previous visits.

For the parks surveyed, more than 90% of the users believed that the existing facilities were acceptable. Where comments were received related to the need for additional services, they tended to be for more support facilities ranging from water taps and ash bins to food concessions and comfort stations.

The vast majority of the park visitors found the parks clean and inviting. Some concerns were noted with respect to loud radio music, unrestrained dogs and traffic congestion experienced on peak summer weekends.

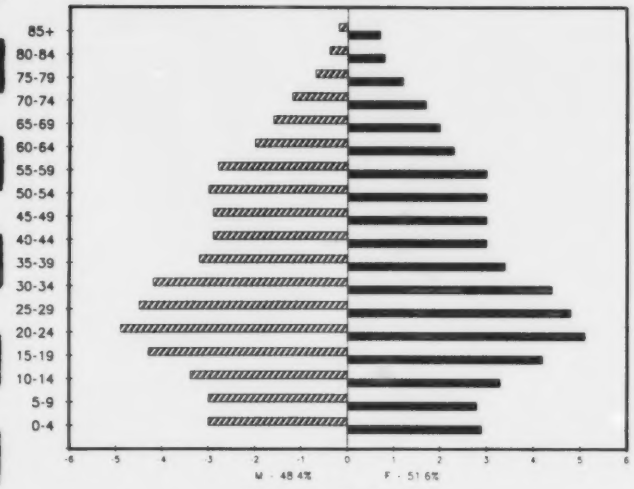
In summary, there was strong public support for the types of facilities and services being offered and the efforts of the Metropolitan Parks and Property Department to improve its facility base. This is particularly related to the bicycle trail system and amenities associated with winter use of the parks. Most visitors appeared to favour the blend of active and passive recreation facilities.

3.2 Future Population Characteristics Affecting Recreational Demand

The population of Metropolitan Toronto will increase slightly between 1981 and 1991 from 2 137 400 to 2 185 141, and more modestly thereafter in 2001 and 2011 (Table 2). The projected population in 2011 is 2 138 519.[1] This represents a modest 30-year population growth of only 1119 since 1981. The recent efforts

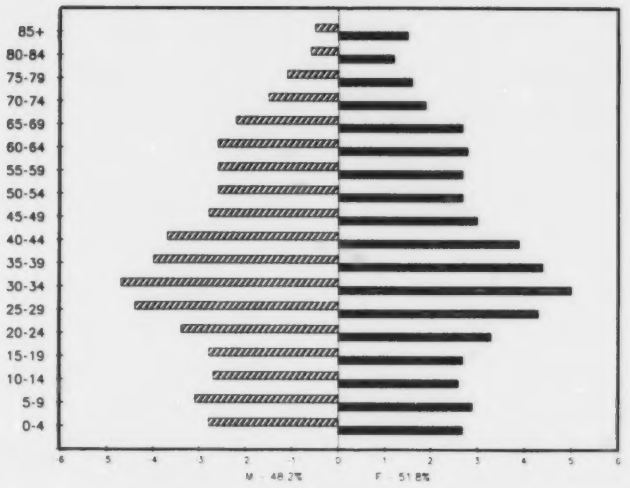
TABLE 2: AGE AND SEX PROFILE OF POPULATION METROPOLITAN TORONTO

1981



TOTAL = 2,137,400
MEDIAN AGE = 32

1991

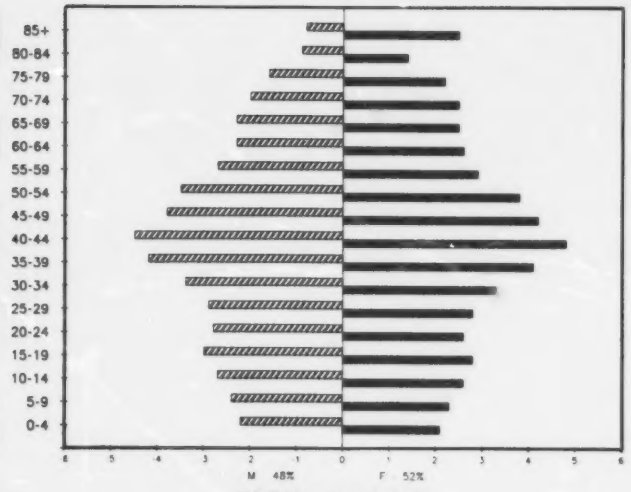


TOTAL = 2,175,141
MEDIAN AGE = 36

Males

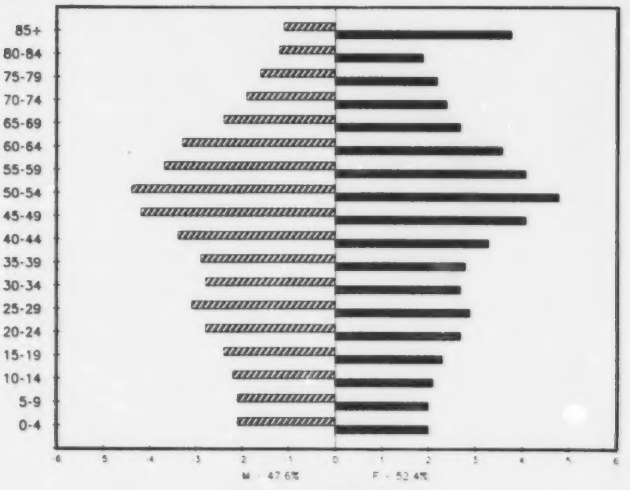
Females

2001



TOTAL = 2,169,619
MEDIAN AGE = 41

2011



TOTAL = 2,138,519
MEDIAN AGE = 47

SOURCE: METRO PLANNING DEMOGRAPHIC PROJECTIONS SERIES B.No. 2

of Metropolitan Toronto's housing intensification policies may have the possibility of increasing this projection. As a consequence, growth well into the next century can be described as being relatively stable in terms of total population. However, the use of parks is expected to increase as this population will place more emphasis on physical fitness and recreation due to the increasing awareness of the importance of physical activity to health and longevity, and the availability of more discretionary time by the aging population.

As indicated on Table 2, the young adult cohort is moving up through the age-sex pyramid while the age groups 5 to 39 is declining in size[2]. Those over 40 years of age will increase substantially by 2011. Between 1986 and 2011, it is estimated that the population over 60 will increase from 352 611 or 18% to 601 045 or 27% of the total population. What is most notable regarding the projection to 2011 is the 70 to 84, and 85+ age groups. The 85+ cohort is estimated to be 105 573, an increase of 78 947 persons over a 25-year period.

The significance of this age-sex pyramid analysis is that the average age of the Metropolitan Toronto population is significantly increasing. In 1981, the median age was 32 and is now projected to be 47 by 2011. (Table 2) As the bulk of the population ages, the age-related requirements of that population also change. For example, the adults of today, between 25 and 44 years of age, the benefits of physical fitness on their health and welfare. Spurred on by the environmental movement and concern for ecology, elders of tomorrow can be expected to continue using and appreciating the parks and open space system.

Although participation rates are steadily increasing for the general population, the lack of time due to work and distance to recreational facilities were identified as the principal barriers to present or continued activity. This contrasts with the older group (55+), who cite injury and ill health as their main obstacles to continued activity.[3] As the bulk of the population (60%) in Metro will be over 40 years of age in 2011, changes to work and vacation schedules and retirement age will be critical factors affecting participation rates and use of parklands.

The 1982 Canada Fitness Survey[4] reports that in terms of age groups and activity preferences, there are significant differences. The youngest group (10-24 years of age) is more inclined towards running, jogging, tennis and racquetball. The middle group aged 25-54 is relatively attracted to swimming, calisthenics and fitness classes, tennis, bicycling, walking, racquetball, and cross-country skiing. Only walking and bowling appeal to the older group (55+) more than to the population in general.

The percentage of women involved in outdoor recreation such as walking, jogging, swimming and cycling, has increased dramatically in line with their expanding interest in physical fitness pursuits.[5] This increase in participation has virtually eliminated the traditional male-female differences noted in pre-1976 surveys. Activity levels are highest among well-educated, young, single (unmarried) working women.

The level of participation by seniors (age 60 and over) in such activities as golf, bicycling, gardening, nature photography and fitness-oriented pursuits has increased dramatically. The Metropolitan Parks System as presently constituted, appears to satify these interests. On a more global scale, the increasing consciousness of seniors towards fitness-oriented pursuits is best exemplified by the level of participation in the World Masters Sports Organization[6]. This change contrasts sharply with the stereotypical view of the elderly seeking to use parks for only sedentary activities such as nature appreciation and contemplation. One may, therefore, quite safely hypothesize that the senior of 2011 will be much more active than the senior of today. This is significant in that the growing number of elderly in Metropolitan Toronto will continue using parks well past their traditional period of activity (65+) because of improved health and physical fitness.

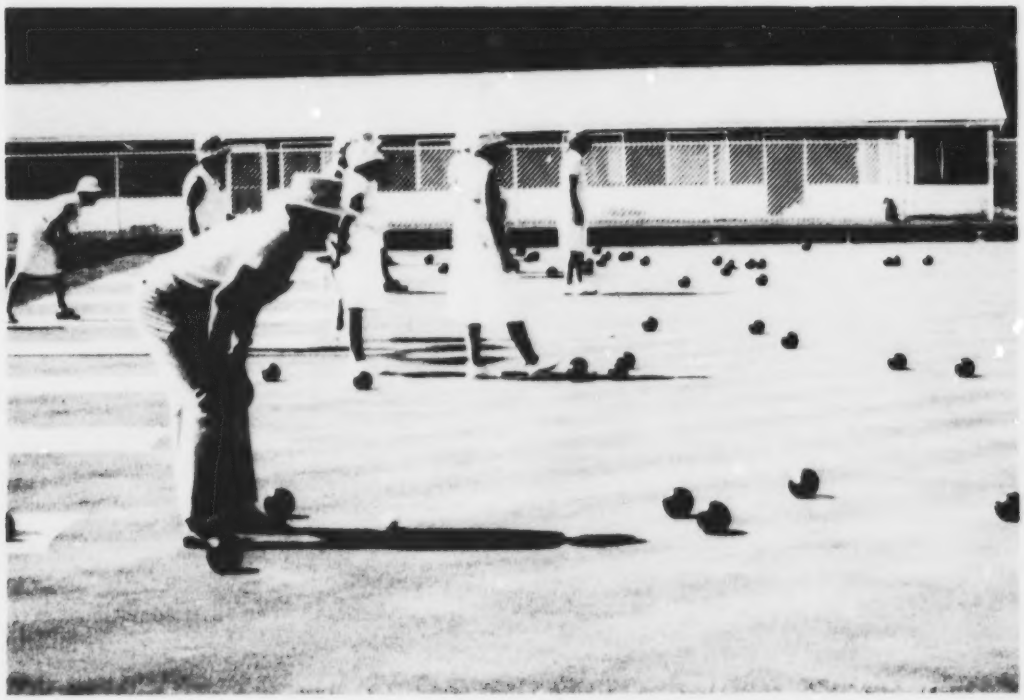
As a consequence, parks in the future could be adapted to a variety of uses as demands change. Trails could be modified by improvements to grades, better surface preparations and more closely spaced rest areas to facilitate use by the elderly and the physically challenged. Concerns over safety and desire for more amenities such as lighting will also have to be considered in park designs. Flexibility in programming could also overcome some of the design deficiencies encountered with the specialized sport facilities (intensively developed parks)

which cater mostly to the youth and young adult populations of today. In addition, because of more recreational opportunities for the physically challenged, their participation levels have increased dramatically over the last few years. It can no longer be assumed that an illness or handicap dictates a certain lifestyle. It is estimated that 13.1 per cent of Canadians aged 10 and over are functionally disabled to some degree[7]. Recognization of this need is evident in new park developments and upgrading capital projects at the local and Metropolitan levels.

The changing age composition is not the only population characteristic which will determine the use made of Metropolitan parks. It is generally accepted that in the future there will be greater availability of free-time. Innovative work hours, longer vacations, and earlier retirement will affect the frequency and duration of the use of parks..

Another demographic factor to consider is ethnicity. The ethnic composition of Metropolitan Toronto is quite diverse and each group's interests in outdoor recreation are probably equally diverse. Although the British ethnic group is the largest, they amounted to 46% of the total population in 1971 for the City of Toronto, 70% in the City of Scarborough and 49% in the City of North York. In 1981, the percentages declined to 39%, 54% and 36% respectively. [8] This influx of ethnic groups will undoubtly bring about different interests and demands on the programs and facilities offered by municipal parks. For instance, many cities have installed bocce courts. Additional research will need to be undertaken to determine each ethnic group's desires as they could differ considerably and how particular ethnic interests are carried over into subsequent generations.

In summary, socio-economic and demographic factors indicate that the level of participation in active and passive recreational pursuits will increase well into the next century. The demand for outdoor recreational experiences and pursuits will become more critical for even a larger proportion of the population. The changing perspectives about life and leisure reflect a growing number of women, the disabled, and the elderly, participating in outdoor recreational pursuits.



The Metropolitan Parks System satisfies the needs of seniors through increased participation in such sports as lawn bowling.

Trails could be modified through better surface preparations and more closely spaced rest areas to service the physically challenged.

3.3 Specific Recreational Trends

The following discussion summarizes the trends for specific activities.

The Ten-Year Concept Plan for Major Recreation Facilities Metropolitan study revealed that interest in the area of competitive sport programs has been declining over the past few years, but an upswing in casual fitness or exercise-oriented sports was occurring. The Canadian Fitness Survey documented that walking, bicycling, swimming and jogging were the most popular outdoor sport activities.[9] (See Table 3) The shift towards physical fitness pursuits has occurred largely because of an aging society, the high cost associated with training and equipment for competitive sports, the quest for lifelong activities and the desire for self expression and fulfillment. This trend should extend well into the next century as the population of Metropolitan Toronto ages.

The 1981 Canada Fitness Survey ranked swimming as the most preferred outdoor recreation activity taken up by people wishing to pursue a new activity. Unfortunately, the pollution and cool temperatures of Lake Ontario at the Metropolitan shoreline deter swimming and place a higher reliance on swimming pools. However, research by the Parks and Property Department undertaken in 1983-84 indicated that wave pools, combined with a slide ride and other activities, may replace the conventional deep-water competitive or olympic sized pool. A major increase in casual recreation swimming facilities should be considered as a long term objective for certain Metropolitan Parks due to the polluted nature of the water bodies.

The trend towards fitness activities rather than sports has not limited itself to the pursuit of summer outdoor activities. Winter recreation pursuits, such as downhill skiing and, particularly, cross-country skiing, have experienced unparalleled growth in the last decade. In fact, cross-country skiing ranks as one of the fastest growing mass-participation activities in Ontario. The 1981 Canadian Fitness Survey indicated growth rates of 69% and 142% for downhill and cross-country skiing respectively since 1976.[10] (See Table 4) Cross-country skiing's rise in popularity is attributed to its low cost (equipment and facility

fees) and the fact that it is easy to learn, while at the same time providing high exercise and social values. The valleyland system and many of the hydro corridors offer excellent conditions for this pastime.

In terms of outdoor court sports, the Metropolitan study indicated that there has been a levelling-off of demand for further outdoor tennis courts since the late 1970's. This can, in part, be explained by the response of the area municipalities in providing additional courts and the floodlighting of existing courts to extend their hours of play. Demand for indoor tennis, squash and racquetball remains high, but is being accommodated by the private sector responding to the shortages of the mid-1970's. The erecting of air support structures over courts during the winter months has extended the interest in tennis even more. In 1983, it was estimated that Metropolitan Toronto had 450 000 active tennis players, or about 20% of all Canadian players.[11]

Since the early 1970's, there has been sustained growth in field sports such as field hockey, soccer and cricket. Continued growth is anticipated, as these sports have now been introduced into schools' physical education periods. Soccer, for example, is displacing football as the fall team sport in Metro's high schools. These sports are also very popular in post secondary educational institutions and private schools. As a consequence, Metropolitan interest in these field sport activities can be expected to continue into the next century as this student population ages.

An increase in recreation pursuits offering an opportunity for mixed male and female sports is also being realized. Notable in this regard is slow pitch softball, particularly at the mixed adult (industrial) league level. According to the Canadian Amateur Softball Association, leagues have almost doubled over the last ten years. Evidence of this rapid growth is reflected in Etobicoke where in 1978 there were less than 1 000 adults taking part in slow pitch softball, whereas in 1983 there were over 10 000.[12]

Within Metropolitan Toronto, the valleyland system and many of the hydro corridors offer excellent conditions for cross-country skiing. (Courtesy of the M.T.R.C.A.)

The Concept Plan provided for at least one additional major regional sports field complex by 1993, such as the sports fields found in Sunnybrook Park.

Table 3:

MOST POPULAR RECREATIONAL ACTIVITIES
Age 10+ - Canada 1981

Rank	Activity	'000 Participants*	% of population**
1.	walking	11 861	57%
2.	bicycling	7 838	38
3.	swimming (pool)	7 498	36
4.	jogging/running	6 456	31
5.	gardening	6 183	30
6.	home exercises	5 832	28
7.	ice skating	4 330	21
8.	cross-country skiing	3 631	18
9.	tennis	3 050	15
10.	golf	2 623	13
11.	popular dance	2 610	13
12.	baseball	2 285	11
13.	alpine skiing	2 244	11
14.	ice hockey	1 958	9
15.	bowling	1 717	8
16.	exercise classes	1 641	8
17.	racquetball	1 227	6
18.	curling	999	5

* reported participating at least once in the 12 months preceding the survey

** column entries do not add to 100% since respondents could report several activities; population age 10+ is 20 718 000

Source: Canada Fitness Survey and Fitness Canada,
Fitness and Lifestyle in Canada, May, 1983, page 8

Table 4:

GROWTH IN SOME POPULAR SPORTS, 1976 TO 1981
Age 14+ - Canada

	1976	1981	% Increase
total population ('000)	17 452	19 199	10%
	'000 Participants*		
cross-country skiing	1 336	3 239	142
alpine skiing	1 199	2 023	69
golf	1 911	2 524	32
tennis	2 175	2 680	23
ice skating	2 930	3 473	19
swimming	5 558	6 494	17
curling	826	954	15
ice hockey	1 459	1 549	6

* reported participating at least once in the 12 months preceding the survey

Source: Canada Fitness Survey and Fitness Canada,
Fitness and Lifestyle in Canada, May, 1983, page 9

In the area of golf, the Canadian Fitness Survey indicated a 32% increase in participation since 1976. This growth in demand is evident at Metropolitan and privately run golf courses, which often experience extremely heavy utilization and long line-ups. Overcrowding is experienced not only as a result of increased interest, but also because of the high cost of urban land which has resulted in numerous golf courses being turned into residential developments, placing extra user pressure on the remaining courses. Five golf courses (Rouge Hills, York Downs, Northwoods, West Hill and Morningside) have gone out of operation in the last decade. Although still in use, Brookside Golf and Country Club is slated for future development. As a consequence, the demand for public golf courses can be expected to remain high well into the next century.

There has been a steady sustained growth in interest in outdoor cultural recreation pursuits. This is attested to by the popularity of the outdoor theatre, as well as the growing popularity of ethnic festivals, plays, and concerts staged out-of-doors. Outdoor theatres, operating over the summer season at Earl Bales Park in North York and High Park in Toronto, have proved very popular. Patronage is often in excess of 2 000 persons per night. No doubt the minimal cost of such performances accounts for their popularity for family recreation outings, and for seniors who find them ideal for socializing purposes. Exhibition Place and Harbourfront provide a year round venue for indoor and outdoor cultural/recreational activities.

The Metropolitan Toronto Waterfront Boating Demand Study Update (Johnson, Sustronk, Weinstein, and Associates, 1985) prepared for the Metropolitan Toronto and Region Conservation Authority, concluded that interest in boating would remain high well into the next century. The study revealed that an unsatisfied demand for wet-berths would quickly absorb the 2 555 wet-berths proposed to 1992 by the M.T.R.C.A. and the Toronto Harbour Commissioners. A deficit of approximately 1 225 wet-berths are projected by the end of 2 000.[13] By contrast, the study concluded that present and projected dry-sailing spaces were sufficient to meet the demand up to 1995. The study also noted the phenominal growth rate in board sailing, the increased ratio of power versus sailboats, and increased use of public boat launching ramps and transient docks. The latter two points appear to stem from the renewed interest in sport fishing and the desire to stay close to home.

Fishing is a major recreational activity. In 1985, a survey on sport fishing in Ontario was conducted by the Provincial Ministry of Natural Resources.[14] The adult angling population consisted of approximately 2 199 933 individuals. Approximately 1 577 816 of these anglers were residents with the rest being individuals who purchased a non-resident angling licence (residents did not require a licence in 1985). Based on the total population over 16 years of age, one Ontario resident adult in four fished in 1985. The average angler was 40 years of age. Some 875 114 children under the age of 16 were documented, but this number is considered to be rather low and not part of the above calculation.

The survey also documented that anglers were more concerned about the fishing experience than they were about catching fish. They rated quality of water and natural beauty of the province as the two most important factors in influencing their fishing enjoyment. Joint studies by the Ontario Ministry of Natural Resources and the M.T.R.C.A. (Operation Doorstep Angling, 1976) have resulted in a number of programs designed to improve the fishing opportunities available within the jurisdiction of the M.T.R.C.A. Rehabilitation of stream habitats and stocking of coldwater sport fish has spurred a renewed interest in angling, especially in the Scarborough Bluffs area. It has also been spurred on by the Toronto Star's "Great Salmon Hunt" and the Mississauga, Oshawa, and St. Catharines "Salmon Derbies" which have all experienced increased popularity over the last few years. The Star's derby, for example, attracted 80 participants when it was founded in 1975. By 1987, the number of participants had climbed to 18 500. In response to this revival in sport fishing, the City of Scarborough's economic development study recommended full development of sport fishing, as it would generate $15.5 million in annual revenue by 1995.[15] Continued support of such programs will undoubtedly result in more people taking up fishing within the region.

In summary, the research indicates that, although there is a continued interest in organized sports at the youth level, there is a growing interest in casual, individual, adult oriented fitness activities by a significantly larger proportion of the general public. Cultural recreation pursuits, along with visits to parks, to the beach, or to zoos and horticultural and historic attractions, will continue to

There is a continued interest in casual fitness activities by a significantly larger proportion of the general public.

Fishing has become a major recreational activity which has gained renewed interest.

be popular for individuals, families and tourists. These types of experiences provide opportunities for socializing, self fulfillment and lifestyle enrichment and lend themselves to the recreation patterns of our expanding adult population.

As there is a noticeable trend to more family oriented recreation, as well as more participation by the elderly, there will be more need for special facilities to service these groups. The cost of housing will also erode the amount of disposal income available to engage in certain recreational pursuits. With more recreation activities taking place closer to home, facilities located in urban areas will continue to serve larger segments of the population in the future. Demand for year round recreation facilities within the urban area over the long term will grow as a factor of innovative work hours, the shortened work week, longer vacations, earlier retirement and the increasing number of unemployed and underemployed people.

3.4 Future Recreational Development

The 1983 review of recreation trends and visitor preferences was undertaken by the Metropolitan Parks and Property Department with the aim of assisting in the prediction of major recreation facility requirements for the Metropolitan Parks System. By the adoption of the 10-Year Concept Plan of Major Recreation Facilities, on December 6, 1983 Metropolitan Council approved a course of action extending to 1993, which gave priority to the following range of activities:

Swimming	Soccer
Walking/Hiking	Cricket
Bicycling	Slow Pitch Softball
Cross-country Skiing	Golf
Downhill Skiing	Boating
Tennis	Camping

In order to provide for the above activities, the following facilities were recommended in the 10-Year Concept Plan:

1. Swimming Facilities

The Concept Plan noted that although Metropolitan Toronto is well served with respect to competitive standard deep-water pools, the requirement for non-competitive, leisure-style pools, such as wave pools, should be considered as a regional priority item for the period ending in 1993.

2. Bicycle/Pedestrian Trails

The interconnected linear nature of the Metropolitan Parks System lends itself ideally to the development of a trails network, catering to cardiac fitness/exercise activities such as bicycling, walking, jogging and cross-country skiing. In view of these facts, the Concept Plan indicated that the priority should be to extend the existing trail system on a phased basis associated with M.T.R.C.A.'s acquisitions.

On a more specific note, the Concept Plan assigned priority to the grooming of cross-country ski trails and retrofitting of washrooms for winter use for the period extending to 1993.

3. Downhill Skiing Facilities

Metropolitan Council, on October 1, 1982, approved the development and operation of a regional downhill ski facility at the Beare Road landfill site. Its development was to provide a balance in the provision of downhill ski opportunities as the other facilities are located in North York (Earl Bales Park) and Etobicoke (Centennial Park). The Concept Plan indicated that the Beare Road ski facility should be developed and operational by 1990 providing all environmental matters regarding its closure are resolved.

4. Court Sports

Much of the demand for outdoor tennis courts has been met at the local municipal level. In terms of indoor racquet sports, it indicated that a wide array of private facilities served to satisfy present and projected demands, except in the area of indoor tennis. Accordingly, the Concept Plan

Along with a variety of other activities, bicycling has become one of the most popular outdoor sport activities. (Courtesy of The Ministry of Natural Resources)

Interest in boating, as seen in Bluffers Park, will remain high well into the next century.

Participation in softball by the adult population has become very popular in the Metropolitan Toronto area.

Participation of all ages in various sports, such as tee-ball, has put pressure for the provision of facilities at the Metropolitan level.

The demand for public golf courses, such as Tam O'Shanter, can be expected to remain high well into the next century.

suggested the use of air support structures (bubbles) over existing tennis courts as an option for future consideration, should demand be demonstrated for this activity.

5. Regional Sports Fields

Although a significant number of regulation sports fields for soccer, rugby, field hockey and cricket have been provided at the local and regional parks level, there was a noticeable gap between documented needs and facility provision. In terms of providing these facilities, the Concept Plan noted that cricket and soccer pitches posed a problem relative to local parks due to their spatial requirements. Cricket alone requires an area of 4-1/3 acres, equivalent to 4 softball diamonds, 3 soccer pitches or 24 tennis courts. The Concept Plan, therefore, provided for at least one additional major regional sports field complex to be developed by 1993, with priority being given to the provision of additional cricket and soccer pitches.

6. Regional Slow Pitch Softball

Participation in slow pitch softball by the adult population has become very popular in the Metropolitan Toronto area, but as noted in the Concept Plan - local facilities were not capable of accommodating this upsurge in activity. In assessing this problem, it was noted that the provision of facilities at a Metropolitan level would help to relieve demand and serve to free up local diamonds for neighbourhood and community leagues. Accordingly, the Concept Plan gave priority for the development of two softball batteries (each with four diamonds) by 1993.

7. Golf Courses

The 1983 trend analysis indicated that golf continues to attract players, both at the competitive and non-competitive levels, with seniors forming a significant segment of the market. At present (1987) Metro operates three regulation, one executive and one par-3 course within Metropolitan Toronto. In order to balance the present spatial distribution of public golf courses, the Concept Plan gave high priority for a new golf course in north-east section of Metropolitan Toronto.

8. Regional Boating Facilities

The recent development of regional harbours along the Metropolitan waterfront has been unprecedented, owing to increased demand and the initiation of boating federations. These federations have worked with the M.T.R.C.A. in developing marinas, master plans for harbours, and establishing clubs for boaters. The Concept Plan supported the co-operative approach developed by the M.T.R.C.A. in bringing major new waterfront projects on stream as quickly as possible. Future project plans of the M.T.R.C.A. anticipate additional marina developments at the Boulevard Club and the following waterfront parks - Humber Bay East (south of Etobicoke's Motel Strip), Bluffers, East Point, and Tommy Thompson.

9. Regional Campgrounds

The need for family camping facilities in Metropolitan Toronto has been evident for a number of years. In recognizing the need for additional camping facilities, the Concept Plan supported the acquisition and renovation of Woodland Campground by the M.T.R.C.A. The site was acquired in 1986, but is being operated privately owing to a long lease arrangement (till 1990) executed with the previous owners.

10. Equestrian Facilities

The Metropolitan Toronto area and the surrounding regions of Halton, Peel, York and Durham are major centres of equestrian activities. This activity is so popular that weekend line-ups for both Western and English-style riding are common at Sunnybrook Park and at various commercial rental areas beyond Metropolitan Toronto. In view of its popularity and the limited availability of sites, the Concept Plan supported encouraging this activity and developing new equestrian facilities to meet the demands.

11. Opportunities for Seniors and the Physically Challenged

Research carried out in the field of leisure preferences has not indicated a strong preference for specialized or separate outdoor facilities for the aged. Recreation by seniors generally takes the form of an extension of sports and

Recent development of regional harbours along the Metropolitan harbourfront have been unprecedented due to an increase in demand and the introduction of private boating federations.

The Concept Plan supports encouragement of this activitiy in developing new equestrian facilities to meet the demands.

leisure pastimes learned in youth and adult years and carried on as lifetime pursuits. Some of the more popular leisure pastimes, for those over 60 years of age, were golf, walking, jogging, attendance at theatres, lawn bowling and those activities which included a high degree of socializing. The Concept Plan provided for a review of the existing infrastructure in parks to accommodate the elderly and the physically challenged.

12. Outdoor Cultural Facilities

Interest has been significant in outdoor theatres, as exemplified by the attendance at the Skylight Theatre in Earl Bales Park and performances in Toronto's High Park, Ontario Place and Exhibition Place. Accordingly, the Concept Plan notes that interest in outdoor theatre, ethnic festivals and community events infer that regional outdoor cultural centres could be considered should increased demand be demonstrated.

13. Major Horticultural Facilities

With the interest in horticulture sparked by the success of Edwards and James Gardens, the Plan notes that for an area as large as Metropolitan Toronto the provision of a major horticultural attraction for Metro should be considered. A detailed market research, planning and design study for a proposed conservatory, greenhouse and botanical garden in Metropolitan Toronto, known as MetroGreen, has been under consideration since 1983. On a much smaller scale, the Concept Plan proposed garden parks to be developed in Rosetta McLain Gardens and Guildwood Park.

14. Gymnasia Facilities

Based on the downward trend in participation in competitive sports, particularly at the younger age levels, the need for Metropolitan involvement in the provision of gymnasia was not warranted. Existing facilities at the Etobicoke Olympium, at York University, at the University of Toronto's Benson Sports Complex and at various Community Colleges were considered sufficient to accommodate the requirements of high calibre athletes.

15. Urban Farms

The Concept Plan provided for the consideration of the development of small farms where a range of agricultural activities could be shown on a continuing basis throughout the year.

The above recommendations were designed to extend from 1983 to 1993. However, changing trends and demands since the 1983 Metropolitan Parks and Property Department's study have revealed additional recommendations for consideration:

1. Metro Trails

In order to provide continuity of movement and varied scenic opportunities, the trail network should be expanded to link the valley systems together by creating connections not dependent solely on the waterfront. Opportunities for extensions of the trail network exist if arrangements with private, public and quasi-public landowners such as utility and transportation companies, could be arranged as was done for parts of the Metropolitan bikeway system.

A review of policies regarding public access to public property where access is controlled or restricted is necessary in order to provide continuity in terms of unrestricted movement within and beyond the valley systems. The valley systems should be linked together by trail network which utilized various rights-of-way. **The trail network should be established as a Metropolitan objective to be attained by the end of this century.**

2. Recreation Nodes

In response to the demand for more intensive recreation facilities, **efforts should be undertaken in programming and facility development to extend the usefulness of the system over longer periods of the year for a wider population base.** This would involve the development of year round recreation nodes having minimal environmental impact with extended daily usage provided by the provision of night lighting for walking, skiing, and field/court sports.

According to their degree of importance, these nodes or centres could combine facilities for summer and winter recreation (e.g., skiing and hiking) with ancillary uses (restaurants, washrooms, rental equipment, and parking) at sites strategically located in relation to the present "trails" system and the Metro arterial road and transit network. For winter activities, this has already been done to a degree at Earl Bales Park, but a better prototype of this concept is the ski facility proposed at the former Beare Road landfill site; planned to accommodate summer hang-gliding and go-carting. Other parks such as Sunnybrook, and the Toronto Islands have facilities and programming which include concession operations (i.e., food and rental services) and indoor activity areas. These facilities could form the nuclei of future "nodes". Similarly, the waterfront parks with their attendant "club-house" facilities, could be opened to public use during the off-season. This is a natural extension of present policies providing for the development of intensive facilities. Such areas should be located on non-hazardous lands below the crest, as well as on upland areas. Consideration should be given to the following parks: Eglinton Flats, Earl Bales, G. Ross Lord, and Sunnybrook-Wilket Creek. Future potential sites could include the Humber Arboretun, and the Beare Road/Metropolitan Toronto Zoo area.

3. Fishing

Approximately one-half of the reasons cited by active fishermen (Tourism and Outdoor Recreation Planning Study, 1974) as to why they did not participate more often, centred on either a lack of opportunities close to home or the poor quality of fishing facilities along the waterfront. Reasons for non-involvement in fishing by the general public sampled, also cited the lack of opportunities available close to home. Accordingly, the Ontario Ministry of Natural Resources and the M.T.R.C.A. have undertaken cooperative recreational fishing projects to examine the recreational angling potential available in the Metropolitan region such as "Urban Fishing: Feasibility Study, 1986", and "Operation Doorstep Angling, 1973". The latter study identified 27 species which were considered suitable recreational species. Improvements in water quality and habitats and fish stocking over the last decade have further improved the quality and quantity of available sport fish.

At this time, and even more so in the future, maximizing access to fishing for children, seniors and the physically disabled will become increasingly important. Consideration of piers, boardwalks, decking of existing groynes, and providing easements across private property are some techniques to attract the non-boating angler to the water's edge. Participation, in the experience offered by angling is being advocated, not their consumption as it is impossible to predict the quality of fish in the future.

3.5 Conclusion

The recreational demands of the Metropolitan population are changing with its population and labour saving technology. When Metropolitan Toronto was formed in 1953, who would have envisioned skateboard parks, racquetball centres, inflatable buildings, board sailing, giant water slides, wave pools, pay-as-you-play tennis courts and hang-gliding? Urban park systems naturally evolve over time in response to the demands that people put on them. The foregoing analysis has indicated the following facts should be the basis of future planning and design of the Metropolitan parks system:

- Metropolitan Toronto's population is aging;
- interest in activities to support physical and mental well-being is increasing;
- a greater portion of the adult population is engaged in outdoor recreational activity;
- there has been increased recreational activity by women, the elderly and the disabled;
- there is a growing availability of free-time (leisure) resulting from innovative work hours, longer vacations and earlier retirement;
- there is increased interest in walking, bicycling, swimming and running/jogging;
- interest in horticulture, gardening and general beautification of the urban environment is increasing;
- there is a gradual but definite shift from traditional, organized, competitive sports to more casual, individual, adult-oriented activities;

- recreation activities are becoming more family oriented and occurring closer to home;
- demand for year-round use of facilities is increasing.

One very significant point noted in the analysis was that urban parks will be more frequently used for both passive and active recreation despite the fact that the projected population will remain relatively stable to 2011. Increased participation arising from a larger proportion of the general population interested in physical fitness and well-being, accounts for the higher participation levels. Participation by the elderly and the disabled populations, as well as the pressure which will manifest itself into the need for extended daily and seasonal use of parks will be critical factors to consider in future recreation plans and park designs.

To a large extent, much of the fragile nature of the major river valleys will remain in an urban wilderness state in accord with the policy of limiting park development for passive (extensive) type uses having low impact on flood control and conservation practices. Problems associated with access and the provision of water and sewage services are other constraints which limit park development in the valley. These factors will shift the demand for facilities to the adjacent tablelands and the waterfront which will have to be utilized to accommodate the possible range of facilities indicated in the trend analysis.

The challenge in the long term planning of regional open space systems and park development will be for the provision of a balanced system where the retention of the natural environment will provide the contrast or alternative experience offered by the increased demand for indoor or intensively developed facilities in addition to providing new lands for increasing demands without necessarily prescribing a ratio of parkland to population.

4.0 ENVIRONMENTAL NEEDS

Much as the Metro parks and open space system is important from the recreational user's point of view, its major contribution to the urban fabric lies in its many environmental values - especially those involved in flood control and land conservation.

These values are not generally perceived by the public as being of direct benefit until a catastrophe such as a major flood occurs. But it is for these protective reasons that the core of the system, being the valleylands, were initially acquired. Since their acquisition was premised on the preservation of the existing natural resources, their usefulness for parks purposes and the convenience of their location were secondary considerations. Not apparent to the public generally are the less noted environmental functions they provide such as the maintenance of hydrological systems, the moderation of air and water pollution, provision of wildlife habitat and protection of rare or endangered species. They also provide avenues for nature study and education.

Open space within and beyond the valleys can also be the structural element of a city in producing edges, focii nodes -- in essence, an unique visual contrast to the built environment. It can differentiate, integrate or buffer different types of land uses or activities. By its very nature it can define urban form and limit the physical size, shape or density of a city.

Aside from recreational aspects, open space promotes a sense of human scale, an awareness of the quality of life and environment. A quality geared to creating a self-sustaining, healthy city environment. It performs a variety of functions and is subject to numerous interpretations and definitions.

4.1 Biophysical Arguments for Open Space

Some will argue that urban growth has been managed through the provision of more subdivisions, more services and more roads all which tend to ignore the underlying environment. It is only after development has occurred that consideration is given to 'filling in' the remaining open space. Whether sensitive

environmental areas, which are undevelopable owing to physical constraints receive protection may only be fortuitous unless they fall within lands designated for open space purposes.

The need for the preservation of land for its conservation value can be overlooked in our society's efforts to provide more housing, employment areas and facilities to support urban growth. However, there is an increasing demand for urban open spaces as places of refuge for plants and animals, as well as for their educational and recreational opportunities. As a consequence, the concept of urban reforestation and the naturalization of parklands is gaining momentum. The naturalization of many highly maintained turfed areas is not only being discussed as a design alternative, but as a conscious decision to bring nature back to the city. An urban conservation strategy is being postered and promoted by the United Nations through their World Conservation Strategy.

The World Conservation Strategy has three main objectives of living resource conservation:

1) to maintain essential ecological processes and life-support systems (such as soil regeneration and protection, the recycling of nutrients, and the cleansing of waters), on which human survival and development depend;
2) to preserve genetic diversity (the range of genetic material found in the world's organisms), on which depend the breeding programmes necessary for the protection and improvement of cultivated plants, domesticated animals and microorganisms, as well as much scientific and medical advance, technical innovation, and the security of the many industries that use living resources;
3) to ensure the sustainable utilization of species and ecosystems (notably fish and other wildlife, forests and grazing lands), which support millions of rural communities as well as major industries.

The Federal and a number of Provincial Governments plan to introduce conservation strategies into all their programs and Metropolitan Toronto should be assessing the applications of the concept to the Official Plan.

There is a need for the preservation of land for its conservation value, as is the case at Morningside Park.

Throughout the valley system there are a series of areas recognized as being environmentally sensitive or significant, as in the Rouge Valley.

Hydrological Benefits

The maintenance of the hydrological regime on a watershed basis is undertaken by the M.T.R.C.A. The cumulative aspects of land use change in a watershed is of most concern. Urbanization tends to cause severe changes in hydrological processes, with the result that the potential for flash floods and erosion is increased, and water quality is severely impaired.

Water supply and soil drainage in urban areas are critically affected by the availability of open space. In non-urban areas, rain and snow are either absorbed into the soil or dispersed through natural drainage systems. But in an urban setting, the amount of impervious material covering the soil in the form of buildings and pavement reduces the level of natural absorption and increases the volume of run-off. The consequences are increased flooding and erosion. Water quality is seriously compromised because of the higher sediment and chemical levels found in urban areas which can no longer be filtered out through natural percolation. The provision of open spaces with natural coverage and the preservation of wetlands helps to restore some of the advantages of non-urban areas with respect to precipitation and drainage. It is also much more efficient and less costly than the provision of elaborate drainage and water supply systems.

Reduction of Air Pollution

While vegetation cannot eliminate air pollution it can reduce the effect of pollution by increased diffusion and filtration of air. Vegetation can remove some pollutants albeit with severe damage to the plants involved -especially in areas of heavy industry and alongside busy traffic routes where trees act as a sink for particulate pollutants such as lead from gasoline. But the idea that parks and open spaces are the 'lungs' of the city remains mainly a metaphoric concept and too much reliance should not be placed on the ability of open space alone to clean urban air.

Reduction of Noise Pollution

The presence of abundant soft natural materials in the form of leaves, grass and flowers have been well documented for their ability to deflect and diffuse

unwanted sounds - i.e., noise. The larger the area of open space, the greater the buffer between the noise generator, such as heavy traffic and the noise receptor. Residential areas abutting undeveloped valleys are preferred locations because they tend to be quieter than other urban settings. In the same vein, the enjoyment of the valley system itself is enhanced by the absence of urban noise sources.

Preservation of Environmentally Sensitive/Significant Areas

Throughout the valley system there are a series of areas recognized in the planning process as being environmentally sensitive or significant because of the special characteristics of their vegetation, aquatic and animal life. Some areas are considered sensitive because excessive human intrusion through trampling, or draining, etc., can have a deleterious effect on their ecosystems. Other areas are considered significant because they contain natural features and functions of such significance to warrant their protection and special management. In either case, these areas serve an important educational function, and so, require special management considerations.

4.2 Aesthetics and Urban Design

The argument as to whether man must have contact with nature, open spaces and unobstructed skies, has never been scientifically proven. Large portions of the population manage to survive without such contact or do not take advantage of the opportunity, if available.

An important element in urban design is the contrast that parklands and open space provide to the built form of the city. These are spaces where one may find a sharp contrast in vision and motion to the built urban setting. From this contrast we provide ourselves with a singular enjoyment that is not part of our everyday polluted and crowded street life.

An important purpose of open space is to help delineate the shape of the city, to separate built up areas from each other and provide a change from these areas. Its other purposes consist of the various functions - recreational, hydrological and educational, etc., which directly or indirectly serve the urban population.

In its aesthetic role and as an element of urban design, a major benefit is the provision of opportunities to experience vistas and views - of natural features, groups of structures or single architectural elements. One of the best such views is that of the Don River Valley as one travels along the Highway 401.

Through these vistas, through the differentiation, integration or buffering of various urban elements, through the provision of a sense of identity, association and direction, the open space system aids in shaping urban form.

In order to develop a comprehensive urban open space plan for Metropolitan Toronto, each of the above stylized goals should be translated into more specific Metropolitan objectives. This area of investigation is slated for a subsequent background report which will focus on urban design matters as one of the topics for consideration.

5.0 VALLEYLAND POLICIES

This chapter will be focussing on the major valleylands and abutting uplands as identified on Figure 10 and 11 of the Official Plan. It will include an evaluation of the Official Plan policies (see Appendix B) as they pertain to the development of the parks and open space system within the major valleys and their environmental management.

It is indeed fortuitous that such an abundance of land which otherwise might have been developed privately for urban uses, was slated for public acquisition for conservation and open space purposes. Other regional municipalities have not benefitted from this unique opportunity to acquire such an extensive linear park system.

In the valley system, the parks (consisting of M.T.R.C.A, Metro and local municipal parklands) are only one component of the total open space system. The other components include large tracts of public and quasi-public lands, as well as, extensive areas of private property. Table 5 shows the amounts of valleylands owned by various public bodies and private golf courses. A total of 4 512 ha are part of this system. The system serves to protect the valleys' environmental features and functions, provides various aesthetic amenity values by enhancing the existing urban form, and affords opportunities for various outdoor recreational pursuits.

The conceptual linkage between these three components in the total system is the recreational/environment integration which joins these lands into one composite whole. The physical linkage in the continuum is the developing linear recreation network, which eventually will join the various components of the parks and open space system together.

5.1 Assessment of Policies and Proposals for the Future

5.1.1 Policy Direction

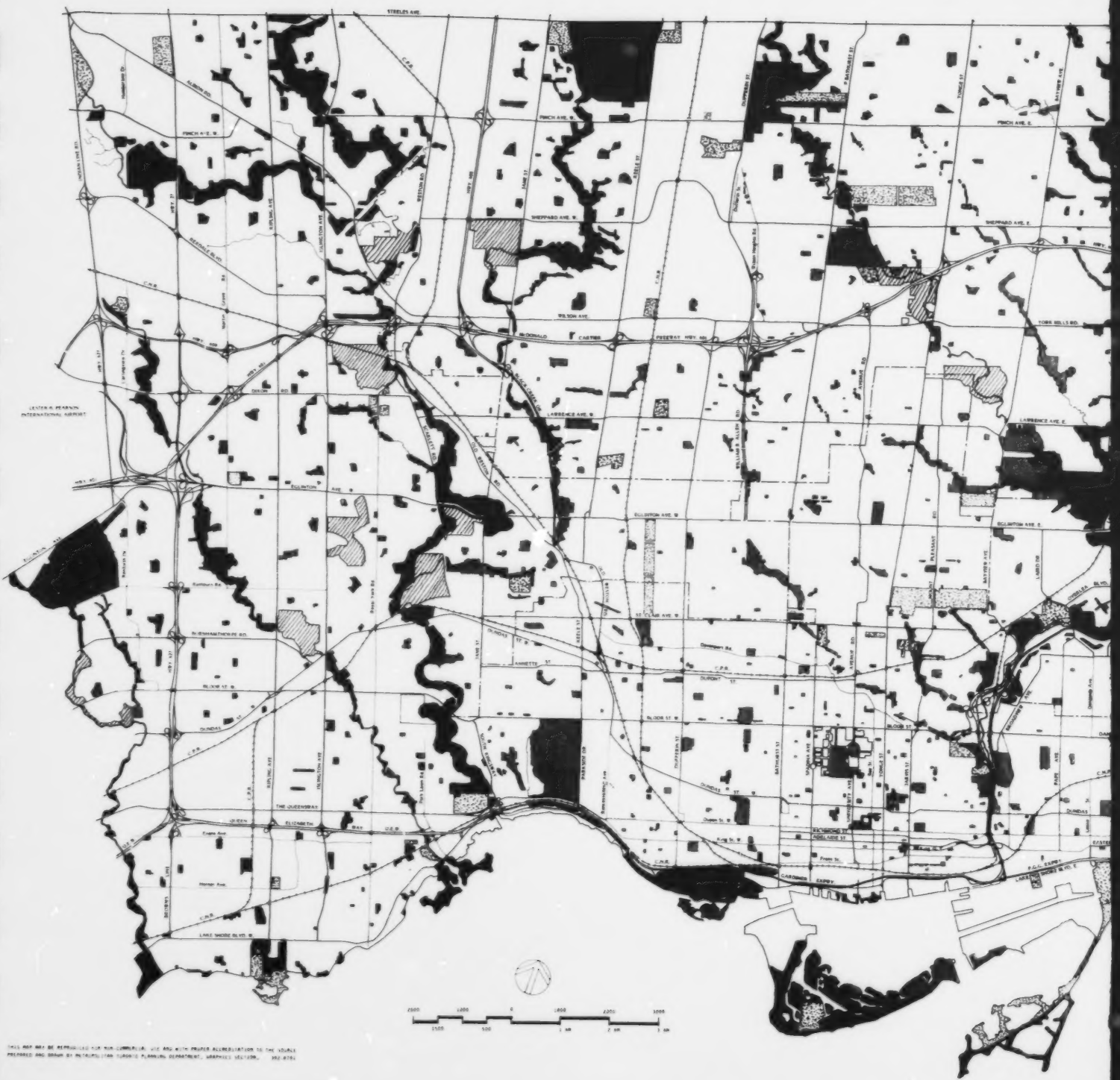
The Official Plan's broad objectives for valleylands (and waterfront) in the Parks and Open Space and Environmental Management Sections are:

> "...to provide present and future residents of Metropolitan Toronto with a high quality environment by protecting and enhancing natural features and processes";
>
> "...to use its powers and persuasion to achieve objectives of clean air, clean water and tolerable levels of noise";
>
> "...the conservation of the natural environment of Metropolitan Toronto...";
>
> "...the safeguarding of human life...";
>
> "...the protection of public and private property...";
>
> "...the acquisition of land and development of a Metropolitan park system comprising those park functions and facilities which can be performed most appropriately on a Metropolitan scale...";
>
> "...the planning, design and management of the Metropolitan park system shall support the natural environment in the valleys, waterfront or other environmentally sensitive areas...";
>
> "...the Metropolitan parks should be located and designed to enhance the aesthetic character of the urban area and should be accessible from arterial roads and transit routes...";
>
> "...natural areas, particularly those suitable for outdoor environmental education, should be retained..." and
>
> "...recreational spaces and facilities in Metropolitan parks should be provided for year-round activities serving the needs of the Metropolitan community that are not met by the Area Municipalities...".

5.1.2 Distribution of the Parks and Open Space System

Map 2 depicts those areas where the Metropolitan priority for regional park development is to be focussed. The map is a reproduction of Figure 10 of the Official Plan. The parklands within the valley system comprise 70 per cent of the total Metropolitan parks system. The waterfront parks and the Toronto Islands comprise the remaining 30 per cent.

Map 4 entitled "Parklands and Selected Open Space Uses" provides more details regarding parks and open spaces in Metropolitan Toronto. Most of the



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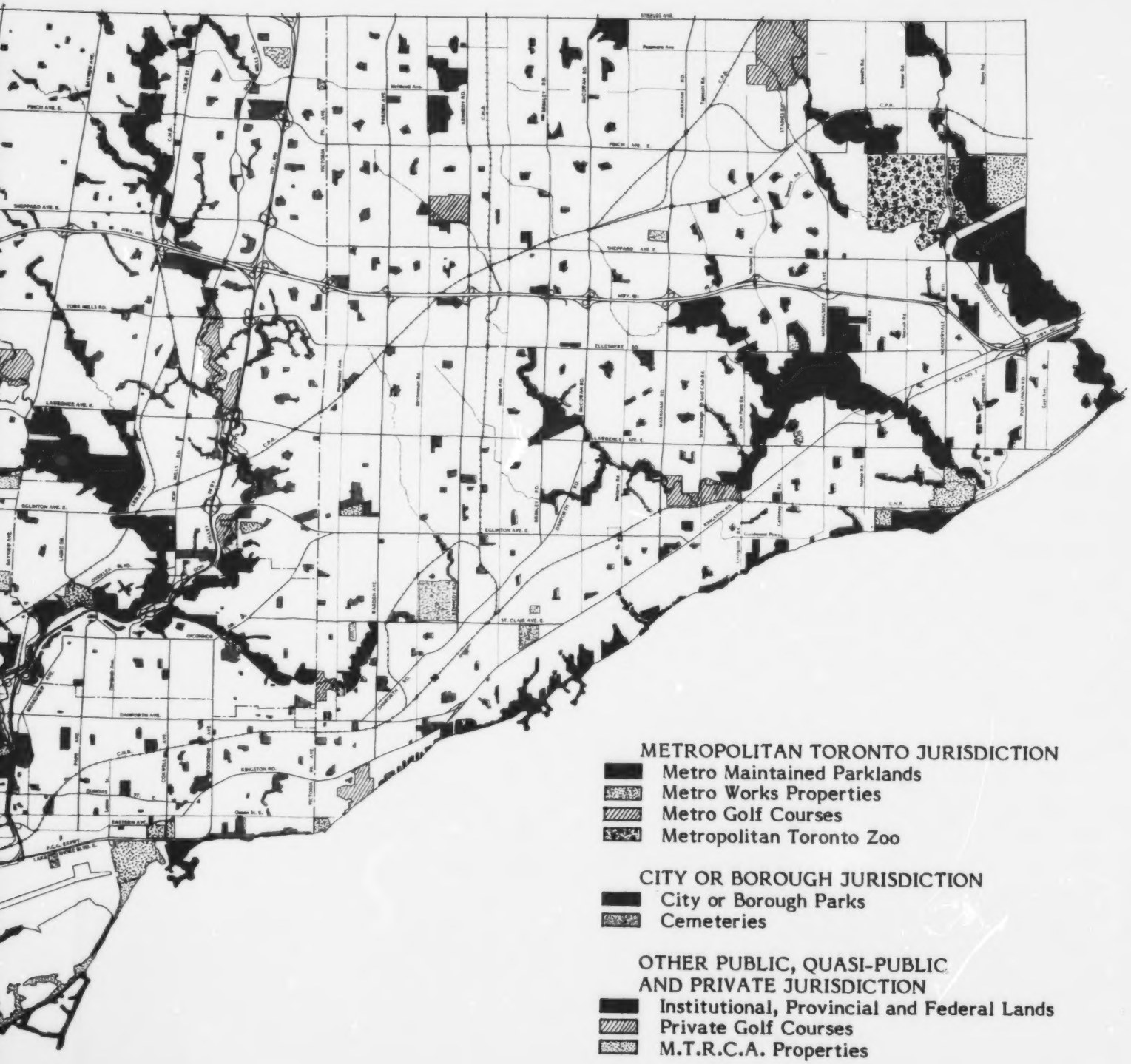


MAP 4: PARKLANDS AND SELECTED OPEN SPACE USES

valleylands are held by Provincial or local municipal governments or their agencies. Privately owned land constitutes a small but significant proportion of the total system (13%).

As can be seen from Map 4, there is a deficiency in the distribution of Metroplitan facilities found along Etobicoke and Mimico Creeks. This can be explained by the extensive land holdings of the City of Etobicoke. With the cooperation of the City, the Metropolitan objectives for open space can be achieved. Work still remains to be done to provide for pedestrian and bicycle links between active park areas.

Within the City of Toronto, the lower portion of the Don River was not included on Figure 10 because of its poor environmental and aesthetic quality for parks purposes, its ill-defined valley profile and the multiplicity of jurisdictions in the area. However, from an open space and recreation perspective, **the lower Don River should be identified as part of the parks and open space system depicted on Figure 10.** This rationale will support and reflect the City of Toronto's objectives in constructing a bicycle trail linking the Martin Goodman Trail to the extensive Metropolitan network in the middle reaches of the Don River.

Centennial Park in Etobicoke and High Park in Toronto which are not Metropolitan parks, are depicted on Figure 10 of the Official Plan. Although both are area municipal parks which have been providing recreation opportunities for local and Metropolitan residents, they are actually in a class by themselves. Since their form and functions are regional in nature and draw patrons from across Metropolitan Toronto, they can be considered as part of the principal resources of the Metropolitan Parks and Open Space System. The same rationale extends to the Eastern and Western Beaches of Toronto's waterfront.

Figure 10 of the Official Plan includes not only the Principal Resources of the Metropolitan Parks and Open Space System, but also federal, provincial, local parks and private lands. Not all these lands are Metropolitan Parks as the title suggests.

Accordingly, to more accurately reflect the information depicted on Figure 10, it should be retitled Principal Parks and Open Spaces of the Metropolitan Toronto Planning Area.

5.1.3 Valley Land Impact Zone

In order to control development in the valleylands, Metropolitan Council has been concerned with any change in land use which would alter the natural state of the system and affect its ability to convey flood waters and control erosion. In Section 9.B.1 of the Official Plan this policy is expressed as follows:

> "1. It is the intent of **Council** to maintain the **major river valleys** from crest to crest primarily in a natural state except for compatible recreational uses and essential public works. Therefore **Council** opposes all other development below the crest of the slope in **major river valleys** which:
>
> a. would be susceptible to flooding or require fill to raise the site above the flood line; or,
>
> b. would be susceptible to property damage due to unstable soil condition, or contribute to increased erosion on valley slopes; or,
>
> c. would conflict with the maintenance of natural and environmentally sensitive areas of a valley as a public resource."

To ensure an orderly review of any change in land use and any development proposed, a "Valley Land Impact Zone" (Sub-section 9.B.3) was established around each of the six major rivers and criteria developed (Sub-section 9.B.4) to ensure that adequate consideration be given to a number of environmental matters.

Figure 11 of the Official Plan reproduced on Map 5 depicts those valleylands where the Corporation applies environmental management policies. Essentially the major river valleys are the same as those defined on Figure 10 except that Figure 11 depicts only those valleys where the Corporation

NOTE: FOR THE PURPOSES OF THIS PLAN THE AREA OF THE METROPOLITAN WATERFRONT IS AS DEFINED IN SECTION 1.D.51

MAP 5 : MAJOR RIVER VALLEYS AND WATERFRONT
FIGURE 11 OF THE OFFICIAL PLAN

has a proprietary or administrative interest. Consequently, the linear extent of the defined watercourses, including the tributaries, differs on account of the varying objectives of Section 8 and 9.

Designating major river valleys established a Metropolitan interest along portions of the various watercourses in the region. The designations were largely derived from the M.T.R.C.A.'s definitions of major and minor watercourses (major being defined as those draining an area in excess of 1 300 hectares). However, the M.T.R.C.A.'s mapping of major watercourses as it applies to the areas under regulation was revised somewhat from earlier versions upon which Figure 11 was based. The revised mapping includes some intermediate watercourses because their natural character, physical size (breath and depth of valley) and functions (extent of floodplain) warranted protection under MTRCA's Fill Regulations. Therefore, it can no longer be assumed that Figure 11 is identical to the M.T.R.C.A.'s mapping of watercourses where the Fill Regulations would apply.

Figure 11 is further skewed by the exclusion of valley portions of that have been disturbed and are no longer in their natural state. The latter point specifically applies to the lower portion of the Don River. However, **from an environmental viewpoint, especially in terms of policy continuity, the lower Don River should be identified on Figure 11 as should disturbed valley sections such as parts of Highland Creeks.**

The Valley Land Impact Zone (V.I.Z.) is defined in Section 1.D.50 as an area incorporating the entire width of a major river valley from crest to crest and all lands:

a. 10 metres back from the top of bank where a stable defined valley exists; or,

b. 10 metres back from a projected 2 horizontal: 1 vertical slope where an unstable, defined valley exists.

The above definition was derived following discussions at the Ontario Municipal Board, among the Urban Development Institute, the Toronto Field Naturalists, the Save the Rouge Valley System, the Metropolitan Planning Department and the M.T.R.C.A. Reporting on the discussions to the Economic Development and Planning Committee, the Planning Department concluded that a 10 metre setback distance to determine the extent of the V.I.Z. would provide adequate opportunity to determine if further environmental analysis was warranted on a site by site basis.

In general, the V.I.Z. definition corresponds to the M.T.R.C.A.'s demarcation of where their Fill Regulations are to be applied. However, it does not include the criterion for an ill-defined valley situation. In addition, the V.I.Z. may extend beyond the Authority's regulated area due to Metro's broader environmental objectives than just erosion and flood hazard issues which the regulations were specifically designed to address.

The present wording in Section 1.D.50 and Section 9.B.3 and 9.B.4 regarding the V.I.Z. was adopted by Metropolitan Council on December 8, 1981 (Clause No.7, Report No.17, of the Economic Development and Planning Committee) and subsequently approved by the Ontario Municipal Board. At the same time, the Technical Advisory Committee on Parks and Conservation (T.A.C.P.A.C.) was also directed by the Econornic Development and Planning Committee to monitor the valley land impact zone regulations and report on any changes that might be required.

The monitoring study (Clause No.3 of Report No.13, of the Economic Development and Planning Committee adopted by Metropolitan Council on November 8, 1983) reviewed 62 applications from January 1980 to June, 1983. The T.A.C.P.A.C. concluded that the 10 metre setback width (area) to determine the extent of the V.I.Z. was adequate. No revision to the definition was recommended.

The review indicated that in general, four categories of remedial action were often required. These included:

1. protection of the site and environs during the construction period;
2. provision of site plan agreements in accordance with Section 40 of the Planning Act;
3. provision of engineering/geotechnical studies to determine the ability of the land to accommodate development; and
4. enforcing land use control through Official Plan policies, proper zoning, and site plan agreements.

The present review process the criteria of Section 9.B.4 are to all changes in land use, Official Plan amendments, re-zoning applications, Section 40 applications and Committee of Adjustment applications. Upon identification of a possible valleyland concern, planning staff is able to obtain the advice of the T.A.C.P.A.C. or its sub-committee in relation to the four categories noted above or to any other environmental problem. At this level, any environmental issue could be made the subject of additional reports to ensure that the V.I.Z. criteria have been adequately addressed and evaluated.

As part of this Metropolitan Plan Review Program, a further 34 applications were reviewed for the period between June, 1983 and December, 1987. In general, the same valleyland concerns were present and various remedial actions were implemented. Five of the more minor applications were refused. Overall, Metropolitan and area municipal interests in protecting valleylands in accordance with Official Plan objectives were adequately applied. The development review process enables issues to be resolved well before Council is required to decide on the need for a formal environmental appraisal.

It should be noted that the V.I.Z. is not an exclusionary zone and development may be permitted pursuant to the policies of Section 9.B.4. If strict environmental and engineering constraints are met, development may be permitted where zoning regulations existed prior to the approval of any new official plan policy. This is of particular significance given the fact that the Metropolitan Official Plan was not approved until 1980 and some areas of the valley were already extensively developed. Of the total 96 applications reviewed, only 12 were actually within the valley, i.e., below the top-of-the-valley slope and are discussed below.

5.1.4. Existing Developed Areas

The major river valleys are not pristine natural systems free of man-made intrusions and urban development. The Don River valley is the most disturbed system with extensive pockets of urban development. By comparison, the Humber River valley and to a lesser degree, the Etobicoke, Mimico and Highland Creeks contain smaller pockets of urban developement while the Rouge River valley is relatively free of urban intrusions.

In its review of development proposals, the M.T.R.C.A. has developed operational criteria applicable to undeveloped and developed portions of the floodplains. Generally, the Authority's programs, policies, and regulations aim to prevent the creation of additional developments which would be susceptible to a hazard resulting from erosion or flooding and to protect existing development from further flood damage. In the latter case, a concentration of development which forms an integral part of an existing, viable community has been defined as a Flood Damage Centre (F.D.C.). Public acquisition of the F.D.C. is considered to be economically and/or socially unacceptable in comparison to buying individual holdings. Within Flood Damage Centres, additions, redevelopment and infilling may be permitted by the M.T.R.C.A. pursuant to the Provincial policy on Flood Plain Planning. A total of 14 areas have been designated as Flood Damage Centres within Metropolitan Toronto (see Map 3).

Metropolitan staff support the concept of maintaining existing developed areas that are designated in the M.T.R.C.A.'s Watershed Plan as Flood Damage Centres. However, of the 12 sites previously mentioned as being located entirely within the V.I.Z., only four were located in F.D.C's. The other 8 sites have been permitted by the M.T.R.C.A. on filled areas authorized by permit. (See Appendix C) As they were beyond the floodplain and in non-sensitive areas of the valley, they were not deemed to conflict with the primary goal of protecting the natural processes and features within the valleys.

With regard to the 14 Flood Damage Centres, Metropolitan Council did not object to this concept based upon historical and legal precedence. The application of the V.I.Z. policies to their full extent would be unrealistic given

the M.T.R.C.A.'s jurisdiction in reviewing the approving developments. In addition, these F.D.C.'s have the potential of being designated at the request of the local municipality as Special Policy Areas (S.P.A.'s) pursuant to the Provincial policy on Flood Plain Planning which permits a lower level of acceptable flood proofing (see Chapter 2). As a result, the Metropolitan Planning Department's position is to **support amendments to the Official Plan to reflect and acknowledge the Provincial policy, in particular the concept for Special Policy Areas.** But rather than having S.P.A.'s designated in the Metropolitan Official Plan, this Department has suggested that **the requirement for Special Policy Area designation be an area municipal responsibility** as their official plans and zoning by-laws, being more detailed, can more adequately designate and incorporate specific policy details within the intent of the Provincial policy.

5.1.5 Acquisition Policies

Where legislative regulations or policy cannot control development in the valleylands, Metro Toronto and the M.T.R.C.A. have the power to acquire lands where no other recourse exists. Because the responsibility for the conservation of the valley's natural environment is a co-operative venture between the Metropolitan Corporation and the Metropolitan Toronto and Region Conservation Authority (M.T.R.C.A.), the Corporation supports the financing of the M.T.R.C.A.'s land acquisition programs (see Appendix B, Section 8.C.1).

As shown on Map 4, and shown on Table 5 public ownership of the major river valleys is extensive. When combined with the Zoo and local municipal parklands in the valleys, the Metropolitan open space system amounts to 3859 hectares. With the total amount of valley land estimated to be 5180 hectares (Metro/M.T.R.C.A. estimate) the public parklands represent 75% of the system. The remaining lands consist of other public, quasi-public and private lands.

By excluding the 376 hectares of private golf course lands in the valleys, 145 hectares of Metropolitan Works' properties, 108 hectares of institutional properties and those properties already developed, approximately 668 hectares

Table 5:

VALLEYLAND OWNERSHIP WITHIN METROPOLITAN TORONTO DECEMBER 31, 1987 (in hectares)

Metropolitan Parks and Property*		2 884
Metropolitan Toronto Zoo		281
Metropolitan Works		145
Institutional (Schools and Hospitals)		108
Local Municipal Parks		694
Private Golf Courses		376
H.E.P.C.		24
	Total**	**4 512 ha**

* It should be noted that a large portion of this total (2 789 ha) is retained in the MTRCA's ownership and by agreement is maintained by Metropolitan Toronto.

** This total excludes properties set aside for roads and highways. Approximately 668 ha remain in private ownership assuming the total valleylands are estimated to be 5 180 ha.

remain in quasi-public or private ownership. Of the underdeveloped private valley holdings, most are made up of relatively small parcels except for the following sites which were identified in the 1985 Private Valleyland Site Study[1] and the 1983 Ten Year Concept Plan of Major Recreation Facilities:

- the Upper reaches of the west branch of the Humber River including the area around Sheppard Avenue;
- the west branch of the Don River between Finch and Sheppard Avenues, and between York Mills and Lawrence Avenue;
- the east branch of the Don River in the vicinity of Lawrence Avenue and York Mills Road;
- the upper reaches of the Little Rouge Creek;
- the upland areas between the Rouge and Little Rouge rivers (Northeast Scarborough)

All but the upland areas have been identified as part of the MTRCA's Land Acquisition Program, and specifically within their approved 1985 Hazard and Conservation Land Acquisition Project.

As part of this Project, three properties were acquired in the Don Valley. The Hinder Estate, consisting of 10.9 ha, the Forest Valley Day Camp, consisting of 6.7 ha and the Torvalley property (formerly, the Toronto Brickworks) near Bloor St. (17.8 ha). Under the same project, another area of 114.5 ha in the upper reaches of the Rouge and Little Rouge rivers has also been purchased from the former Ontario Land Corporation under this program, now the Ministry of Government Services.

The continued acquisition of the remaining parcels identified in the phased five year Hazard and Conservation Land Acquisition Project will ensure a measure of continuity in terms of environmental protection and the provision of uninterrupted parkland. It is the intention of the M.T.R.C.A. to continue the acquisition of these properties under future extensions to the Land Acquisition Program, or through the planning process.

Although the M.T.R.C.A. has acquired 2 789 hectares of valleyland, being the bulk of the lands used as Metropolitan parkland, it should not be tacitly believed that Metro has extensive areas of valleyland at its disposal which can be used for active recreation. A large percentage of the properties acquired by the M.T.R.C.A. are unusable or at least severely limited in their potential for active recreation use. Steep slopes, flood susceptibility, environmental sensitivity and remoteness from services (water and sewer) and access points into the valley are some of the factors which limit park developments to extensive uses. **As a result, for additional future recreational needs, greater emphasis must be placed on the acquisition of upland areas by the Corporation.** To this end, the Official Plan should more specifically reflect Metropolitan interest in upland sites as potential additions to the Parks and Open Space System. **This in turn could lead to further amendments to Figure 10 of the Official Plan when upland areas are identified.**

5.1.6 Park Development and Management Policies

A conservation oriented philosophy is adhered to in the planning, design and management of Metropolitan parks. This objective (Section 8.B.2) was largely derived from the policies established by the M.T.R.C.A. for regulating development activity in the valleys under their jurisdiction.

It should be noted that planning for public facilities in the parks follows similar policies applied to private development proposed within the V.I.Z. Following Council approval of master plans (e.g. the Ten-year Concept Plan of Major Recreation Facilities) individual project plans for specific facilities are prepared. These project plans are prepared in accordance with the environmental guidelines of the Official Plan, the Ministry of Natural Resources and the M.T.R.C.A., particularly on the properties they own. In addition to approving development plans as per their policies and programs, a permit is required from the M.T.R.C.A. to allow development in the valleys pursuant to Fill Regulations. This review and approval process coupled with the Fill permit system and the opportunity for public input at the Metropolitan Parks, Recreation and Property Committee ensures that environmental matters have been addressed prior to Council approval of a project.

Furthermore, the Metropolitan Parks and Property Department has a resource management/maintenance program that is cognizant of botanical features, and environmentally significant areas are cross-referenced with the detailed environmental inventories undertaken as part of each park's development plan. A four level maintenance mapping system is applied to each park to ensure minimal disturbance to areas worthy of protection. Implementation of this program, plus complaints about the loss of natural features has resulted in a number of instances where formally groomed areas are now allowed to revert to a more natural state.

Although the majority of the valleylands are maintained in a natural semi-wilderness state there is a significant sector of the population that regards formal parks as being not only appropriate, but also desirable. Achieving a satisfactory balance between conservation and recreation is not a simple task. However, the valleyland parks do lend themselves more to a naturalized theme and the inherent environmental constrains development. With the location and development of recreation oriented parks along the waterfront and on the tablelands, a relatively balanced system of parks is afforded to the Metropolitan citizen.

In summary, the park planning process over the last 30 or more years has safeguarded and preserved a wide array of natural areas throughout the extensive river valley systems in Metropolitan Toronto. With the anticipated pressure for the provision of intensive recreation based facilities, policy emphasis will have to be directed to establishing Metropolitan facilities beyond the valley systems.

5.1.6 Area Municipal Policies

In the Official Plan, Section 9.B.8 aims to ensure that area municipal Official Plans and Zoning By-Laws reflect and support Metropolitan valleyland environmental policies. The Cities of North York, Etobicoke, Scarborough and Toronto have specific Official Plan policies pertaining to environmental protection for valleylands that parallel Metropolitan policies. The Borough of East York has valleyland environmental policies in its Secondary Plans, and is in

the process of incorporating valley land policies as part of their revised Part II Official Plan. The City of York has not yet been able to implement a 1978 draft Planning report on valley land protection policies.

With respect to area municipal zoning policies, they generally do not fully reflect either Metropolitan or revised area municipal Official Plan policies regarding valleylands. Even where valleylands are zoned 'greenbelt' or 'open space', certain permitted land uses contravene the intent of the Metropolitan valley land policy. Resolution of this matter is complicated by Section 39, subsection (29) of the Planning Act which permits zoning regulations existing prior to the approval of new official plan policies to continue. As previously mentioned, minor developments could proceed by building permit application without Metropolitan review, especially for proposals not requiring subdivision approvals or Official Plan amendments. But, there is still an opportunity to ensure application of Metropolitan interests on major proposals through the rezoning process or by site plan control policies within local municipal Official Plans.

As of December 1987, site planning controls under Section 40 of the Planning Act have been adopted regarding the Valley Land Impact Zone for all the constituent municipalities within Metropolitan Toronto (except for the City of Toronto which achieves the same goal with their ravine by-law). With the exception of Toronto, the controls essentially apply to all land uses including single family housing.

In considering development proposals adjacent to valley slopes, Sections 9.B.5 and 9.B.6 of the Metropolitan Official Plan are directed towards local municipal action (See Appendix B). Section 9.B.5 states "land below the crest of the slope of major river valleys intended for public acquisition shall not be used for the purposes of calculating permissible density or for conveyance for park purposes under Sections 33(5) (now 36(5a)) and 35b(1) (now 41(1)) of The Planning Act".

This Metropolitan policy derives from a 1967 density policy on apartment buildings which aimed to limit building mass adjacent to valleys. In the past, the policy responded to situations wherein land which for topographic reasons was not economical or suitable for development, was to have a theoretical density

assigned to the adjacent tablelands. This would have the effect of significantly increasing the building mass on the tableland and severely impacting the transportation and services systems which were designed as if no development would result from the valleylands. Therefore, the Metropolitan position was that the density allocated on the tableland should be the result of planning considerations of density on the tableland itself. A polling of the local municipalities revealed that they generally supported the policy and saw no need for changing their present development application methodology for valleyland areas[1].

As to that portion of 9.B.5 which does not permit the conveyance of valleylands for park purposes under the Planning Act, the Metropolitan intent was to eliminate the conveyance of lands which were unsuitable for park purposes because of slope steepness or other physical constraints. It is recognized, however, that such lands could in some instances be made suitable for utilization for regional open space or park uses without undue environmental impact. As the existing Metropolitan policy may mitigate against the realization of the open space objectives of both the Metropolitan, or the local municipality, it **may be appropriate to amend the policy to permit, where suitable, the conveyance of valleylands for open space or park uses.**

5.2 Special Areas of Metropolitan Interest

This sub-section also discusses the special study areas identified in Section 10 of the Official Plan.

5.2.1 Special Facilities

Special facilities have been identified in the Plan for one of the following reasons:

- it performs a recreational and educational function;
- it has wide regional and inter-regional appeal;
- its size and expense that would normally preclude its development by an individual area municipality;
- major financial support and planning comes from Metropolitan Toronto.

Proposed Metropolitan Toronto Horticultural Facility

A conservatory, greenhouse and botanical garden project, known as Metro Green has been under consideration by Metropolitan Council since 1983. Two candidate sites are being investigated for the horticultural facility. **When Metro Green's location is approved, its should be appropriately reflected in the Official Plan.**

Beare Road Ski Hill

In the 25-year development concept for Regional Metropolitan Parks (Report No. 15 of Parks and Recreation Committee, November 15, 1966), reference was made to a Metropolitan interest in winter sports:

> "Winter sports on a daily basis are needed in the Metropolitan area and provision should be made in many regional parks for both tobogganing and skiing utilizing artificial snow...".

With regard to the 10-year Concept Plan for Major Recreation Facilities, the development of additional facility-intensive uses, sports fields, and extensions to the trail system referred to in Chapter 3.4 of this report is permitted within the aforementioned policies under Sub-Section 8.G.2 of the Official Plan.

Within this general policy framework, the Metropolitan Toronto Works Department retained the firm of Johnson, Sustronk, Weinstein and Associates in 1973 to prepare a conceptual design for a ski hill facility at the Beare Road Landfill site. A more detailed study by the same firm provided the technical and economic data to complete the landfill operation with a future ski facility in mind.

Although the original plan of 1974 was to have the City of Scarborough develop and operate the site under a 99-year agreement, the nature and character of the proposed facility indicated that it would have a much larger market area than originally envisaged. Given the lack of downhill ski facilities in northeast Metropolitan Toronto, the proposed facility would draw people from eastern Metropolitan Toronto and the adjacent Regional Municipality of Durham. Accordingly, Metropolitan Council on October 1, 1982, approved the Beare Road

Landfill site being developed and maintained as a regional ski hill facility by Metropolitan Toronto.

The Master Plan for the ski facility, in addition to detailing the engineering requirements for converting the site, also considered other seasonal uses. These included grass-skiing, hang gliding, and horseback riding. Further refinements included linking the site with adjacent public facilities such as the Little Rouge River's trail system and the Metropolitan Toronto Zoo.

At present, this site is not identified as part of the open space system as it was operated as a refuse disposal site by the Metro Works Department up to the end of 1983.

Metropolitan Toronto Zoo

The Metropolitan Toronto Zoo is operated by a Board of Management composed of four members appointed by the Metropolitan Zoological Society and five by the Metropolitan Council, under agreement with the Council and the M.T.R.C.A., the owners of the site.

The Zoo was designed around an existing woodlot abutting the Rouge River with 60% of its 282 hectares in the valley. In addition to its zoological and research functions, it provides regional recreation, conservation and educational opportunities equal to or above the levels of other Metropolitan parklands.

The first Master Plan for the development of the Metropolitan Zoo was completed in the early fall of 1969 and physical construction commenced early in 1970. By 1975 the site was fully operational. Refinements to the Plan have been made over the years in that plans for some pavilions and exhibits were deferred or modified to accommodate changing management philosophies. A second Master Plan was therefore warranted to guide future development and operational policies for the next 10 to 15 years.

On March 4 & 5, 1986 the Metropolitan Council approved Report No. 8 of the Executive Committee authorizing a special steering committee to complete a new master plan for the Metropolitan Toronto Zoo. The firm of Marshall

Macklin and Monaghan was approached to undertake this project under the direction of a steering committee. One year later on March 3, 1987, Council, in adopting Clause No. 15 of Report No. 3, of the Parks, Recreation and Property Committee approved in principle a second concept plan (as illustrated in the Zoo Master Plan[3]) subject to the availability of capital funds for a phased (10 to 15 year) implementation process.

Humber Arboretum

In 1977, the Corporation entered into a four-party agreement with Humber College, the M.T.R.C.A., and the City of Etobicoke to build and operate an Arboretum in the Humber River valley in the vicinity of Humber College. Under this agreement, the facility would be managed by a Management Committee composed of representatives from each of the above mentioned parties.

As distinguished from a horticultural garden, an Arboretum is a collection of woody plants. It is also a place for testing new varieties, for educating arborists, foresters and horticulturalists, and for advanced study. In addition to its technical functions, an Arboretum possesses the qualities of a major park or conservation area, providing a wide range of passive recreational opportunities. When developed for combined use, an Arboretum can provide visitor service facilities, and when developed in conjunction with an educational institution, it can benefit greatly from shared use of buildings, services and parking.

An on-going development program which makes available a large portion of the site for educational, recreational, horticultural, and arboricultural purposes has been in effect since its opening on October 15, 1982. The Master Plan designates the overall structure of the Arboretum, the disposition of development zones, and other matters including land acquisition. The development budget is divided equally between the Metropolitan Corporation and the City of Etobicoke with donations from outside sources being encouraged. Humber College contributes the full staff costs for the facility.

In addition, there are other special facilities not under total Corporate control which include the Civic Garden Centre in Edwards Gardens, and the Metropolitan Toronto Indoor-Outdoor Track and Field Facility at York University.

5.2.2 Special Study Areas

According to Section 10 of the Official Plan,

> "Special Study Areas are designated for the purpose of protecting the Metropolitan interest in certain lands where the future is uncertain and which are under the jurisdiction of the Province of Ontario or the Government of Canada. The Plan establishes the position of the Corporation with respect to any future change in the status of these lands."

The one Special Study Area appropriate for discussion in this report is Northeast Scarborough owing to its present rural and open space character of land use.

The City of Scarborough Official Plan currently designates the Northeast Scarborough Area for agricultural and open space uses. This designation was also reflected in the 1959 and 1966 Draft Metropolitan Plan for the Metropolitan Toronto Planning Area. The current Metropolitan Official Plan establishes a Special Study Area designation to reflect Ontario Regulation 20/74 which restricts development to agricultural and open space uses (these policies are also reflected in the Province's Parkway Belt East Concept and the North Pickering Community Plan).

In response to development interests and a proposed sale of some Ontario Land Corporation property for cemetery purposes, the Provincial Ministry of Municipal Affairs and Housing, in 1980, under the guidance of a Technical Review Committee comprising representatives of the Ministry and the Borough of Scarborough and Metropolitan Toronto Planning Departments, undertook a study to define and plan future land uses for the entire area under Ontario Regulation 20/74. The report entitled "The North-East Metro Land Study: Development Constraints and Land Use Options" was subsequently approved and forwarded by the Minister in June, 1982 to Scarborough as input into their land use studies during preparation of a secondary plan for the area.

The Metropolitan Planning Department, with the endorsation of the Technical Advisory Committee on Parks and Conservation, prepared a report in 1983 recommending that the lands within the Rouge and Little Rouge Valleys should

be made available to the M.T.R.C.A. for acquisition; the tablelands between the watercourses be retained in an Agricultural-Open Space designation and sold or leased for land uses appropriate to a Regional Park concept; and, the lands east of the Little Rouge valley be retained in an Agricultural designation.

The above Planning report was forwarded to Metropolitan Council by the Economic Development and Planning Committee with the recommendation that "it be forwarded to the Borough of Scarborough and the Minister of Municipal Affairs and Housing with the request that the Metropolitan Corporation be consulted in any review of land use policies and related decisions to dispose of publicly-owned land in the area" (Metropolitan Council adopted Clause No. 2 of Report No. 11, of the Economic Development and Planning Committee on September 27, 1983).

The Metropolitan interests have been expressed and promoted in subsequent planning discussions with Scarborough staff during their land use study for the area. Conservation and development of major Metropolitan open space and recreation facilities were key issues stressed. On September 21 and November 2, 1987 Scarborough Council held two public meetings to discuss a series of alternative land use concepts, and adopted an amended version of Concept 2. This was basically a recreation oriented plan which was generally consistent with Metro's open space objectives as stated in the Ten Year Concept Plan of Major Recreation Facilities, but much larger in terms of the area devoted to recreational uses.

The City of Scarborough has now adopted a secondary plan for Northeast Scarborough. They have also adopted a recommendation to request Metro Council to amend its Official Plan "to delete the 'Special Study Area' designation and replace it with appropriate rural/recreational policies and relocate the realignment of Finch Avenue north of the CPR tracks, the realignment of Morningside Avenue, and Meadowvale Road". It is appropriate that the Metropolitan interests in the area be defined and incorporated into the Official Plan. Accordingly, it is recommended that:

a) **An amendment to the Official Plan be initiated which would reflect Metropolitan interests in Northeast Scarborough including parks and open spaces.**

5.3 Conclusion

The Metropolitan valleyland policies, in conjunction with area municipal land use policies and Authority programs, have been successful in protecting the major river valleys from incompatible development and preserving their functional capabilities with respect to flood control and conservation of the natural environment. There is also a recognition to include amendments to the Official Plan which reflect Provincial policy statements. Furthermore, the association with the M.T.R.C.A. in terms of land acquisition has been very satisfactory and advantageous in that vast hectares of valley lands have been turned over to Metropolitan Toronto for development and maintenance as regional parkland.

There are however, some additional clarifications required to the Metropolitan Official Plan's policies which will be detailed as technical modifications in the final recommendations. Essentially, these modifications centre around the following points:

- modifying the extent of the major river valleys on Figures 10 and 11;
- incorporation of policies for acquiring and developing upland areas for parks purposes;
- removal of the referrals to the OMB regarding the Hinder and Bathurst Day Camp properties in North York;
- recognition of the Provincial policy statement on Flood Plain Planning and the Special Policy Area designation option;
- provisions for permitting the conveyance of valleylands for park purposes under Sections 36(5)(a) and 41(1) of the Planning Act, 1983.

6.0 WATERFRONT POLICIES

The Official Plan contains policies specifically addressing the waterfront (see Appendix B) in which the Corporation supports MTRCA as its agent, and sets out guidelines for approving plans for MTRCA's projects. This is due to the limited area of direct responsibility which Metro Planning has exercised on the waterfront and its heavy reliance on the M.T.R.C.A. for policy implementation.

This chapter attempts to assess existing policies and where appropriate, develop more specific objectives which will be discussed below.

6.1 Policy Direction

The broad Parks and Open Space and Environmental Management policy objectives are listed in Chapter 5.1 and are applicable to this chapter on Waterfront Policies.

In general, the broad objectives are to:

- protect the environment
- conserve the natural features
- safeguard human life
- protect public and private property.

Specific Official Plan policies pertaining to the planning and development of the waterfront are located in Sections 8.E and 9.C. Essentially the policies provide guidelines for Metro's support of the development of the waterfront by the M.T.R.C.A. in that they take note of the following areas of concern:

"a. the fragile environmental character of the waterfront;

b. the primacy of water-oriented recreational activities.

c. the demand for boating facilities including public launch sites, boat harbours and mooring sites;

d. a Metro Trails network as described in sub-section G.3;

e. the need for a wide variety of active and passive recreational experiences throughout the year;

f. the adequacy of parks within the general area to be served by any waterfront park; and,

g. areas of historical interest."

6.1.2 Extent of the Waterfront

For Official Plan purposes, the waterfront comprizes the shoreline between the Rouge River and Etobicoke Creek as depicted on Figure 11 (See Map 5) and further described on Figure 10 (See Map 2).

As was previously noted, the footnote on **Figure 10 will require amendment to reflect current M.T.R.C.A. policies regarding the 1987-1991 Waterfront Project.** The graphic representation of **the waterfront also requires some modification to reflect M.T.R.C.A's current and proposed land acquisition and proposed landfill configurations.** These modifications should be undertaken along with those proposed in Chapter 5 for the valleys.

In addition to the graphic representation, Section 1.D.51 defines the extent of the Metropolitan waterfront as it would apply to Figure 11. The definition as quoted below, is completely inconsistent with the waterfront boundaries as depicted on Figures 10 and 11.

> "Waterfront means (i) in the Borough of Etobicoke, all lands lying between Lakeshore Boulevard and Lake Ontario; (ii) in the City of Toronto, all lands south of the Gardiner Expressway between the Humber and Don Rivers, all lands south of Eastern Avenue between the Don River and Queen Street, and all lands south of Queen Street, east of Eastern Avenue; (iii) in the Borough of Scarborough, all lands south of Kingston Road between Victoria Park and Port Union Road and south of the Highway 401 between Port Union Road and the Rouge River."

A definition of the waterfront based on the M.T.R.C.A.'s definition contained within Ontario Regulation 293/86 (which defines the shoreline in terms of

physiographic parameters) is much more consistent with the boundaries illustrated in Figures 10 and 11. **The definition of waterfront should be revised to reflect the diagrammatical representations on Figures 10 and 11.**

With respect to the City of Toronto's shoreline, it is significant to note on Map 2 that there are areas not shown as being part of Figure 10; Principal Resources of the Parks and Open Space System. Despite forming a significant portion of the shoreline, and being identified as waterfront on Figure 11, the Central Harbour area's shoreline is not identified as part of the parks and open space system. The undeveloped nature of the shoreline in the outer harbour and the potential linear recreational opportunities available within the inner harbour's shoreline warrants consideration. **To encourage and support Metropolitan, City of Toronto and the Toronto Harbour Commissioner's actions directed at maintaining the open space character of the shoreline and to ensure public access to the resource, the Central Harbour's shoreline should be depicted as part of the parks and open space system on Figure 10 of the Official Plan.**

6.1.3 Waterfront Jurisdiction

There are four levels of government involvement along the Metropolitan waterfront. They are the Federal, Provincial, Regional (Municipality of Metropolitan Toronto) and local (e.g. City of Toronto). In addition, the Toronto Harbour Commissioners and the M.T.R.C.A. play a major role in its planning and development.

The Toronto Harbour Commissioners, consisting of Federal and City of Toronto representatives was formed in 1911 by a Federal Act of Parliament. Under the Act, the Commissioners are charged with developing, maintaining and managing the harbour and all property under their jurisdiction. This area of jurisdiction extends approximately from the west bank of the Humber River eastward to the City of Toronto limits at Victoria Park Avenue and Nursewood Road. Under the Act they acquire, hold, lease and dispose of property, control building operations, and supervise navigation, including pleasure boating. Since its inception, the Commissioners have created some 2,000 acres of new land through lakefill including the Outer Harbour, East Headland or Leslie Street Spit, Toronto Island

Airport, Sunnyside, the enlargement of the Toronto Islands, and the building of a modern port complex. All the land south of Harbour Street such as where the Toronto Star Building, Harbour Castle Hilton and Harbourfront are sitting is what was the harbour area at the turn of the century.

In addition to the general planning policies for the waterfront, the City of Toronto has established a Central Waterfront Planning Committee to deal with the varied issues in the Central Area such as housing, transportation, the environment, and urban design. The existing Official Plan policies for the Central Waterfront are to be amended with more detailed policies to facilitate its development into the future. Site planning controls and urban design guidelines for new developments will ensure consideration of environmental and locational matters.

While the development of the waterfront is an appropriate subject of Metropolitan concern, its significance to the broader urbanized shoreline was a factor in the Province of Ontario delegating the operational planning and management responsibilities of this resource to the M.T.R.C.A. in 1970[1]. This followed the 1967 study for a Waterfront Plan commissioned by Metropolitan Toronto. The designation of the M.T.R.C.A. to implement the Waterfront Plan was consistent with the resource management role which the Authority had performed in the region. Metropolitan Toronto, in addition to approving park plans on projects, is responsible for the fall costs of the operation maintenance of developed projects by agreement[2]. Excluded from the Authority's jurisdiction was the Central Waterfront because it was under the control of the Toronto Harbour Commissioners.

Provincial involvement along the shoreline is both direct and indirect. Indirectly, the waterfront has been recognized as one of the major natural resources of the larger Metropolitan region. Its significance has been documented in various studies and reports including: the Metropolitan Toronto and Region Transportation Study, Design for Development: The Toronto Centred Region, and the Central Ontario Lakeshore Urban Complex. On a more direct basis, the Ministry of Natural Resources is responsible for the funding, and development approval of Authority programs, granting of permits to construct on Crown Land (bed of Lake Ontario) or along shorelines, and sale of waterlots. The

Ministry of the Environment oversees public development and construction practises pursuant to the Environmental Assessment Act and under the Water Resources Act they can stop works which could adversely affect water quality. Specifically, lakefilling is monitored by the Ministry under the Lakefill Quality Assurance Program.[3] Within the metropolitan region, the Ministry has appointed the M.T.R.C.A. as the most suitable agency to implement the program.

6.1.4 Distribution of the Parks and Open Space System

The provision of a balanced distribution of parks along with a continuous public access route for the entire Metropolitan waterfront is a long term objective of the Official Plan.

As is evident on Map 4, the distribution of parklands is quite good, except within the City of Etobicoke sector which has extensive private waterfront lands. Within the cities of Toronto and Scarborough, the extent of private shoreline ownership is not as high. As illustrated in Table 6, some 43 per cent of the waterfront is in park/open space use. On a sector by sector basis, the public park/open space use varies from a low of 16.5% for Etobicoke to a high of 62% for the City of Toronto.

As of December, 1987 in terms of total waterfront park areas, Metropolitan Toronto maintains 1070.77 ha, not including the 13.35 ha Lakeshore Hospital site and the 252.80 ha Tommy Thompson Park but includes the Toronto Islands, 241.31 ha. The Metropolitan waterfront parks represent approximately 30% of the total parklands maintained by Metropolitan Toronto. At the local level, municipal parklands amount to 7.09 ha in Etobicoke, 82.19 ha in Toronto, and 18.5 ha in Scarborough. The totals only represent parklands abutting directly on the shoreline and does not include any non-recreational lands which may be accessible to the public.

Table 6:

OPEN SPACE FRONTAGE
ALONG THE WATERFRONT* (in Kilometres)

	Etobicoke	%	Toronto	%	Scarborough	%	Total Length	%
Park/Open Space	1.6	(16.5)	10.5	(62)	8.0	(40)	20.1	(43)
Other**	8.1	(83.5)	6.4	(38)	12.1	(60)	26.6	(57)
Total	9.7	(100)	16.9	(100)	20.1	(100)	46.7	(100)

* Source: M.T.R.C.A., Watershed Plan: Lake Ontario Waterfront Development Program, 1980

** This includes areas where public access to the shoreline is restricted.

In addition to constraints imposed by privately owned waterfront lands, physical constraints such as the Scarborough Bluffs also limit the accessibility of the land and water interface to the general public. Approximately 16 km of the waterfront is not easily accessible due to the existence of bluffs. Along the Scarborough waterfront, for example, only one major access to the base of the bluffs exists at Bluffers Waterfront Park and to a smaller degree at Rouge Beach and Guildwood Parks. Access will also be provided at Fishleigh Drive and the Bellamy Ravine in conjunction with Authority Projects.

Therefore, based on the access constraints described above, it has been necessary in part, particularly for the Metropolitan Toronto waterfront, for the Authority to create land bases for park and open space purposes, either where no land base exists, as in the case of the Scarborough Bluffs, or where limited existing public waterfront exists, as in the case of Etobicoke.

6.1.5 M.T.R.C.A. Controls and Development Policies

In a manner similar to the valleylands, the Authority has applied the Fill Line Regulations to the entire waterfront in order to regulate the construction of buildings or structures, the placing of fill and the alteration of watercourses. (The central harbour area in the City of Toronto is not covered by this regulation.)

In addition to the controls used in the valleys, special criteria, pertinent to the waterfront, have been incorporated. These include the condition of "wave uprush" which is defined as the distance a breaking wave extends over the shoreline in combination with high water levels and wind set up before dissipating. This is a limit used to determine the extent of the Regional storm in order to determine the regulated area.

This Fill Regulation Line along the waterfront has been defined by the Authority as being 10 metres back from beyond the 100-year wave uprush line (the Regional Storm) where no definable bank exists or 10 metres back from the estimated 100-year erosion limit (this is the projected stable slope condition, and is based upon a building's life of 100 years) or 10 metres back from a stable slope. These physical limits represent the waterfront including the areas

designated as Hazard Lands by the Authority plus the area in which Metropolitan wishes to include other environmental matters.

In attempting to respond to development applications, there has been some confusion over the Authority's Fill Regulation Line and its relationship to Metropolitan policy where setbacks are to be measured from the waterfront regulation line as stated in Section 9.C.2 of the Plan. **In order to clarify this matter, the waterfront regulation line should be understood to be coincident with the Fill Regulation Line established by the M.T.R.C.A. and that the Fill Regulation Line is the established setback line.**

In many ways the policies concerning this waterfront regulation line are similar to the intent of the Valley Land Impact Zone in that they demarcate those areas to which environmental/development policies must be applied (see Section 9.C.2 and 9.B.4). **To avoid duplication, Section 9.C should be integrated with 9.B as "Specific Policies for Valleys and Waterfront." Amalgamation of 9.C into 9.B would necessitate changing the term "Valley Land Impact Zone" into "Environmental Impact Zone" so that it could apply both to the valleys and the waterfront.**

Waterfront Development by the M.T.R.C.A.

The Authority has been responsible for implementation of the Waterfront Plan for Metropolitan Toronto and region since 1970. A Ten Year Plan and three Five Year Projects were successfully implemented over the period to 1986. The accomplishments to date, involving expenditures of over $50,000,000. include six new waterfront parks and acquisition of 1101.95 ha of waterfront land. Major small craft harbours and significant recreational open space areas have been created along the waterfront from Etobicoke to Ajax. Shoreline management measures have been implemented in each sector of the waterfront and extensive environmental monitoring of various sites has been undertaken. A detailed summary of progress and implementation objectives is contained in the Lake Ontario Waterfront Development Project of the Watershed Plan for the period 1987-1991.

M.T.R.C.A. Projects in the Etobicoke Sector

Within the Etobicoke Sector there are only three locations which have the access required for regional waterfront development. They are, from west to east: Marie Curtis Park at the mouth of the Etobicoke Creek, Colonel Sam Smith Waterfront Park between the Westerly Filtration Plant and the Lakeshore Psychiatric Hospital, and Humber Bay Waterfront Park at the mouth of the Mimico Creek. Each of these has access from Lake Shore Boulevard without using residential streets. Except for some additional land acquisition to the west, Marie Curtis Park is essentially complete. Lakefilling at Colonel Sam Smith Park is nearing completion. The next stages to include landscaping, and the development of servicing and boating facilities. In addition, conceptual plans are being formulated to integrate a portion of the old Lakeshore Hospital site to Col. Sam Smith Park at it has been acquired in 1988 by the M.T.R.C.A.. At present, some of the lands abutting Lake Shore Boulevard, still owned by the Province, are the subject of intense debate as to their future land use.

The waterfront parks knows as Humber Bay East and West are substantially complete in terms of development, but there are plans for expanding the number of wet berths from 550 to 700.

Proposed developments at Palace Pier and Beauport Village to the east, will afford opportunity to acquire shoreline lands to facilitate completion of shoreline links to other waterfront parks. Metropolitan Toronto and the Authority are also working with Etobicoke on the Motel Strip Planning Study which includes dedication of parklands and a small craft harbour.

Efforts by the M.T.R.C.A. and the City of Etobicoke to provide waterfront parks and access to and along the shoreline (e.g. motel strip) are complementary to Metropolitan Official Plan policies which aim to provide recreational opportunities to the residents of the entire region. The challenge is to achieve similar links in the remaining areas of the waterfront. A more active acquisition program is advocated **to ensure the provision of a continuous pedestrian system along the waterfront with more and better access points from Lake Shore Boulevard.**

In addition to providing linear recreational opportunities along the shoreline, there is a need to establish a strategic node. One such site could be the 13.35 ha Lakeshore Psychiatric Hospital area. This site provides an excellent opportunity to integrate Colonel Sam Smith Park with the retail commercial activities along Lake Shore Boulevard.

M.T.R.C.A. Projects in the City of Toronto Sector

This sector has a number of agencies involved in waterfront planning and development. The Authority's mandate in this sector is restricted to the areas beyond the Central Waterfront but includes Tommy Thompson Park. Open space and port interests in the Central Waterfront are undertaken by various agencies and levels of government.

In this sector the required public land base exists as a result of fifty years of work carried out by the Toronto Harbour Commissioners. Along the Western Beaches the plan is to decentralize activities to the east and west of the old Sunnyside area, accenting the historical importance and the changes that have occurred at this site as well as making the existing boating, swimming and open space activities more satisfactory. At Ashbridges Bay the Authority has already expanded the land base to provide for a major boating facility including day mooring, launching ramps and seasonal mooring areas.

Tommy Thompson Park because of its size and semi wilderness natural character, it is distinctively different from the other areas within the Toronto sector. The Master Plan developed for the park reflects this uniqueness.

The Ministry of Environment is presently reviewing the Master Plan to determine whether it will require approval under the Environmental Assessment Act. In the interim, the park will be under a management program until final approvals are received from the Ministries of Natural Resources and the Environment.

Open space and port interests in the Central Waterfront area are undertaken by various agencies and levels of government. (Courtesy of the M.T.R.C.A.)

Thommy Thompson Park is unique because of its size and semi-wilderness natural character.

The Authority prepared a Master Plan for the Western Beaches in 1975, however, implementation was delayed due to insufficient funding and failure to reach agreement with the City of Toronto on certain Master Plan details and land title transfers. No substantive progress has been made to date. Development of the area is contingent on the resolution of the Master Plan, land ownership and operational control issues.

M.T.R.C.A. Projects in the Scarborough Sector

This sector possesses some of the most spectacular landforms of the entire waterfront under the jurisdiction of the Authority. However, the physiography and character of the bluffs is a major limiting factor to public access and the enjoyment of them. In terms of length, this sector is the largest of all the sectors and therefore access points, harbours of refuge and the provision of a more complete range of facilities at each site are important considerations in planning future waterfront development.

On top of the bluffs, the Authority has acquired most of the undeveloped land with the only outstanding piece of private waterfront open space being the Toronto Hunt Club property. These blocks of land provide a significant series of open space areas reasonably well distributed across the waterfront; however, at most of them the user is remote from the land/water interface because of the sheerness and height of the bluffs.

Only at three locations across the 20.1 km of Scarborough shoreline is it possible to achieve satisfactory access to the water: Bluffers, Guildwood, and East Point Parks. The regional access potential at the mouth of the Rouge River, though existing in a minor form, makes use of residential streets and does not have good potential for a major regional park development.

Development priorities to 1992 aim to concentrate on the following: improving public access to Bluffers Park by improvements to parking areas and the construction of a pedestrian route through Brimley Ravine; at Guildwood Park, the finalization of a development plan and with the completion of shoreline protection the development of a shoreline pathway system; and at East Point

Park, a major initiative to develop the land based component of the park for passive and active recreational pursuits. The decision for a small craft harbour at East Point is deferred to the period following 1992.

6.1.6 Area Municipal Waterfront Policies and Programs

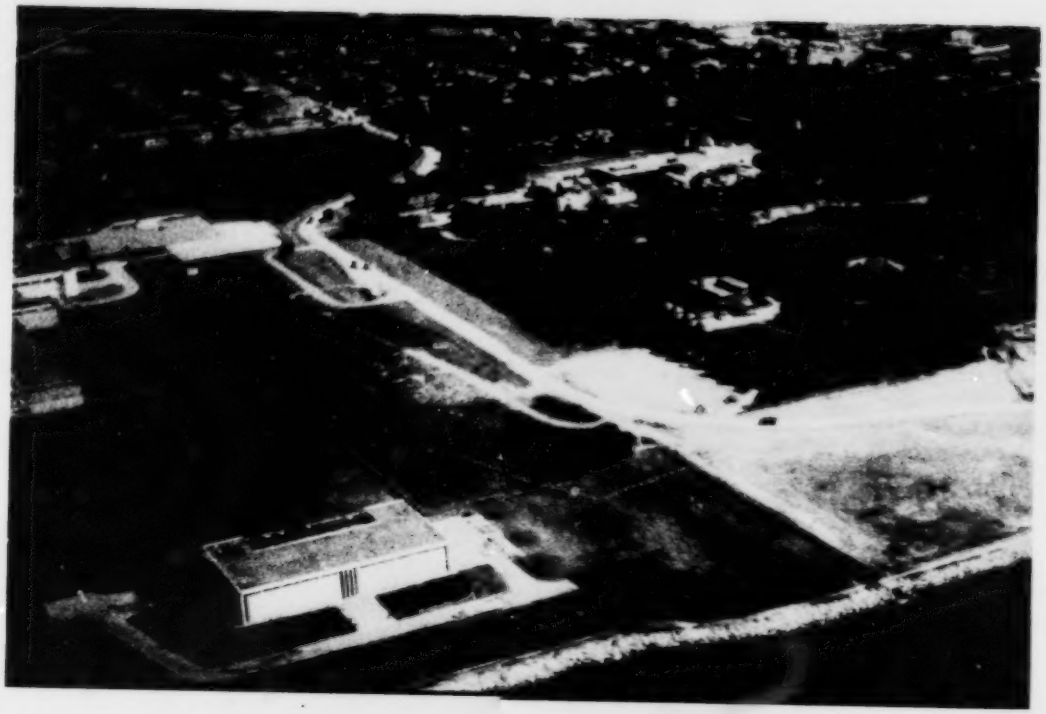
Etobicoke's Policies

The Etobicoke Sector is the most westerly of the waterfront sectors with 9.7 kilometres of lake frontage. The westerly limit of the sector is Marie Curtis Park where the Etobicoke Creek enters Lake Ontrio, while the easterly limit is the mouth of the Humber River. Approximately 16% of the shoreline is in parks and open space use and over half the remaining private lands have been retained for residential use.

This Sector, being relative flat, is characterized by urban development which has taken little advantage of the lakeside setting, and has provided few opportunities for public access to the lake. As a result, the community is strongly oriented to Lake Shore Boulevard, a commercial street, while the lakefront, with its potential for beaches and walkways, has been relatively ignored. The lakefront is occupied largely by single family houses, and some highrise residences which have precluded any extensive lake related park developments.

Local municipal parks along the waterfront (see map 4) are very small, and, located off located roads. They are Thirty-Eight Street, Len Ford, Long Beach, Twenty-Eight Street, Rotary, Prince of Wales, Norris, Amos Waites and Superior - where the public can gain access to the lake. There are only two Metropolitan parks, Marie Curtis and Humber Bay with Colonel Sam Smith presently under construction. In addition, conceptual plans are being prepared for the former Lakeshore Hospital site now owned by the M.T.R.C.A.

The area between the Humber River and Mimico Creek along the waterfront is known as the Motel Strip. It is characterized mainly by highway commercial uses on the south fronting on Lake Shore Boulevard. This area has been under study to encourage revitalization through a broader mix of land uses which



Humber Bay Park.

The former Lakeshore Hospital site.

complement the lakefront location and access to the regional transportation system. The City has adopted an Official Plan Amendment to encourage the redevelopment of the Motel Strip and improve public accessibility to the waterfront which is designated as Open Space. This secondary plan supports Metropolitan Toronto's open space objectives which aim to improve public access to the Lake Ontario shoreline.

Where redevelopment has occurred, or is proposed to occur, the lake has been envisioned as an area to create more land. Uncoordinated landfilling has occurred on privately owned waterlots, and in some cases on Crown Lands. The resultant shoreline is severely serrated and unstable. In an attempt to achieve stability, many owners have dumped material along the water's edge, adding to the already unattractive aspect.

Etobicoke Official Plan policies for its waterfront provide for the adoption of zoning by-laws governing the filling of Lake Ontario, and the use of lands - including underwater lots, structures on land, as well as structures which are floating or over water. Etobicoke applies site plan control in compliance with Metropolitan policy along the waterfront. As to determining setbacks for development, their zoning by-law standards might appear to contravene Metropolitan policy 9.C.2 respecting setbacks from the waterfront regulation line. This Metropolitan policy refers to the waterfront regulation line which has been redefined by the M.T.R.C.A. as generally being located 10 metres beyond the hazard lands (see discussion in Chapter 6.1.3). Because of the redefinition of the waterfront regulation line Metropolitan staff have not objected to the adoption of a new by-law[4] which states that rear yard setbacks are measured from the limit of the hazard lands defined by an elevation level which corresponds to the area defined by the M.T.R.C.A. rather than from the waterfront regulation line.

In order to provide greater public control over the treatment and maintenance of privately owned portions of the shoreline, the Etobicoke Official Plan provides for the conveyance of riparian rights to the City, primarily where there is a potential for redevelopment. To ensure public access to the lakeshore, any waterfront lands deemed necessary by Council can be acquired by dedication or

acquisition under the policies of the Plan. Since private urban development has been traditionally accepted, Etobicoke's policies have placed heavier emphasis on the development control process rather than specific environmental policies - because the area has long been recognized by the municipality for its development, rather than its recreational potential.

From a Metropolitan planning perspective, the long range objectives for the Etobicoke waterfront should include:

- **the provision of a continuous public access along the waterfront**
- **more public access to the waterfront via roads and walkways.**

City of Toronto's Policies

The City of Toronto Sector extends from the Humber River in the west, to Victoria Park and Nursewood Avenues in the east, a distance of approximately 16.9 kilometres.

In contrast to Etobicoke, the Toronto waterfront is primarily devoted to park, recreational or ancillary uses. Only in the central harbour area have residential and commercial uses been permitted.

The area between Exhibition Place and Ashbridges Bay is collectively known as the Central Waterfront. There are varied planning interests and jurisdictions in this area. Metropolitan Toronto operates and manages Exhibition Place, the Toronto Islands, and Ashbridges Bay. Tommy Thompson Park is being developed by the MTRCA. The Province and the Federal Government are directly involved in Ontario Place and Harbourfront. The other authority of significance in the area is the Toronto Harbour Commissioners which is directly responsible for port functions as well as for some recreational development such as the new marina being constructed east of Tommy Thompson Park. They also lease land along the south shore known as Cherry Beach to various boat clubs and the park known as Clark Beach Park to the City of Toronto.

Today, as the demand for port facilities decreases, the T.H.C. are reassessing their land assets in the Central Waterfront Area. As part of its mandate for

development of the eastern harbour area, the T.H.C. is presently undertaking a comprehensive plan which will include a major open space component centring on the south shore (Cherry Beach) with linkages to the Central Waterfront and to the Ashbridge's Bay areas.

The Central Waterfront Area has been under study for a number of years by a special committee established by City Council. A report proposing changes to Part 1 of the City's Official Plan has been prepared and is the subject of an Official Plan amendment. In general, the planning objectives aim to guide the development of the Bayfront, including Harbourfront and the Terminal Area, the Port Industrial District, the Outer Harbour Headland, the Exhibition District, the Toronto Islands and the Island Airport.

Metropolitan Toronto supports the City of Toronto's planning initiatives which favour the retention of waterfront viewplains, the provision of open spaces and parklands, access to and along the Central Waterfront's shoreline, improved transit, and environmental policies which aim to reduce water and air pollution, odours, noise and actions to conserve the flora and fauna which are vital to the waterfront's natural heritage.

Outside of the Central Waterfront Area, the public land base which exists is the result of over three quarters of a century of work carried out by the Toronto Harbour Commissioners. The Western Beaches were originally transferred from the T.H.C. to the City of Toronto upon completion of the original 1912 lakefill project. Some of the lands are leased to private clubs on a long term lease with conditions governing renewal. Sunnyside Beach, and Sir Casimir Gzowski Park are the predominate local parks within this area.

The City of Toronto still retains park planning and development jurisdiction over the Eastern and Western Beaches, i.e., they have not been transferred to the M.T.R.C.A. for regional parks development.

In spite of these problems of jurisdiction, the City is attempting to retain a 7 metre building setback from the hard edge of the water in cooperation with

Harbourfront and the T.H.C. Since much of the central harbour has already been redeveloped or is in the process of rebuilding, the setback will help to provide a water's edge walkway. The Central Waterfront Plan calls for a continuous walkway and bikeway along the mainland shoreline.

In summer, the central sector is one of the busiest sections of the waterfront in spite of difficult T.T.C. access. The high density of the Harbourfront residential development has also been a contributing factor. Traffic congestion in the area has been the result, but a new Light Rail line now under construction along Queen's Quay is expected to eliminate some of this pressure.

Because of this multiplicity of jurisdictions and the lack of a cohesive sense of direction, serious thought is now being given by all levels of government to the problems of the area.

The long range objectives for Metropolitan Toronto in the Toronto (City) sector should include:

- **recognition of this sector as an area of regional importance by increasing Metro involvement with any of the planning and developing authorities to help realize the recreational potential of the area, and**

- **incorporation of more definitive policy statements regarding Metropolitan waterfront objectives in the Metro Official Plan including amendments to Figure 10.**

Scarborough's Policies

The Scarborough Sector includes the entire lake frontage of the City, extending from Victoria Park and Nursewood Avenues to the Rouge River, a distance of approximately 20.1 kilometres. The only significant area piece of private waterfront open space left is the Toronto Hunt Club, which should be added to the Metro Parks inventory if its present use (golf) is threatened in the future.

The planning challenge at Bluffer's Park is to improve access, provide additional parking and encourage transit use. (Courtesy of the M.T.R.C.A.)

This sector is dominated by the Scarborough Bluffs which range up to 91.4 metres in height, rising to the spectacular Needles and Cathedral Bluffs in the vicinity of Brimley Road. The Bluffs are a unique natural feature of the Metropolitan Toronto Region. They severly limit access from the top of the bluff to the lake to only two locations - Guildwood Park and Bluffers Park.

Development policies have brought into public ownership large segments of Bluff area; but, due to the physical characteristics of the Bluffs, and the extensive built up residential areas behind, vehicular access to the water's edge is concentrated at Bluffer's Park. This situation, coupled with the park's popularity, has resulted in severe traffic congestion, and the lack of parking spaces especially on summer weekends. The planning challenge is to improve access, provide additional parking and encourage transit use.

Because of the unstable nature of the bluffs, the crest has been defined on the basis of the 100 year erosion limit (hazard land line) as defined by the Authority. The Fill Regulation Line is therefore located 10 metres beyond the calculated crest of a stable slope, which is the 100-Yen erosion limit. The crest of a slope is considered stable on the basis of the M.T.R.C.A.'S estimate of the limit of erosion. Between the Fill Regulation Line and the water line, Scarborough has applied an Environmental Impact Zone which essentially contains the same protective policies as Metropolitan's Valley Land Impact Zone in Section 9.B of the Official Plan.

Scarborough's environmental policies, which essentially encourage the conservation and protection of the natural waterfront as designated open space, are both in conformity and complimentary to the Metropolitan Official Plan and the requirements of the M.T.R.C.A.

6.2 Special Facilities

Exhibition Park and the Guild Inn are considered special facilities in that they are operated by Boards rather than directly through Council.

Exhibition Park

The segment in Section 8 of the Official Plan on Exhibition Park, contains the only detailed policies for a special facility in the Official Plan. They were introduced in 1980 at the time that a new planning program for the site was getting underway.

Sub-section 8.F clearly gives sole authority to Council for long range Exhibition Park planning. These plans must have consideration for:

- making year round use of the park;
- improving its general appearance;
- developing suitable recreational activities;
- preserving significant physical structures.

Exhibition Place is the area within the park which contains facilities associated with the Canadian National Exhibition (C.N.E.). It is operated for Metropolitan Toronto by a Board of Governors. They are responsible for all the shows and exhibitions occuring on the site - except for the C.N.E., over which it has full authority.

In March 1987, the Metropolitan Executive Task Force on Future Uses of Exhibition Place prepared a report entitled "Future Uses of Exhibition Place" which was adopted by Council. It basically recommended that no immediate action be taken respecting the existing stadium - until the outcome of Toronto's bid for the 1996 Olympic Games was known. Meanwhile, the Board of Governors would seek proposals from the private sector for innovative uses of the lands and existing buildings in the West End, and for the possible development of a new trade centre near the Princes' Gates. At the time of writing, various proposals have been received and are being considered.

The Guild Inn

The Guild Inn was acquired by the M.T.R.C.A. in 1978 in order to preserve a valuable section of the Metro waterfront as well as a unique tourist attraction.

To date, the Authority has undertaken extensive erosion control work to stabilize the shoreline and protect the Bluffs.

From 1983 to 1985, the Inn was operated as a conference/seminar hotel facility through a Board of Management. As a result of a study conducted by the Board, the hotel operations have been tendered to C.N. Hotels, with the Authority being delegated the responsibility for the waterfront and the upland park areas. The Board of Management of the Guild Inn is presently preparing a master plan for the entire site which will include defining development implementation responsibilities.

6.3 Conclusion

The Metropolitan Toronto Waterfront has gradually become more accessible to the public for recreational purposes over the past 75 years. Since the first plan by the Toronto Harbour Commissioners in 1912 for a park strip and a protected inland waterway was implemented, the Waterfront area has been enlarged and extended into the lake in the configuration that we know today.

Through the efforts of the M.T.R.C.A. and Metropolitan Toronto who prepared the 1967 Waterfront Plan, much has been accomplished in the areas east and west of the Central Waterfront. A public land base centred on seven major waterfront parks has been developed, in addition to Exhibition Park and the Toronto Islands (which are direct Metro responsibilities).

For the future, work is continuing on Colonel Sam Smith Park, Guildwood Park and Tommy Thompson Park. In addition, East Point Park in Scarborough and much of the former Lakeshore Hospital site in Etobicoke will eventually be developed for regional park purposes. To this end, more people will have the opportunity to use the recreational facilities of the shoreline without being concentrated just in the Central Waterfront, Bluffers and Humber Bay Parks.

This effort of providing a public land base along the entire waterfront is the basis of Metropolitan long term objective of providing public access along the

waterfront. In conjunction, more access to the waterfront will be required, especially in Etobicoke and Scarborough. In Etobicoke, much of this will be the result of development agreements with private land owners, or acquisition of the shoreline with extensive lakefilling. In Scarborough, it will be in the improvement of public pathways along the waterfront as part of the Authority's erosion control works such as at Bellamy Ravine and to the few available access points off arterial roads such as at Bluffers Park and the Guild Inn. Eventually, it is hoped that the Authority will be able to extend a public pathway system along the entire Metro waterfront.

In order to achieve its goals of continued access along the waterfront, of protecting the environment and controlling development, and of providing regional recreation facilities, the question of Metropolitan involvement on the waterfront should be reassessed. The role of Metropolitan Toronto in the development of the waterfront is crucial, since it is the only municipal authority with jurisdiction over the entire shoreline and with the responsibility to plan for all the potential users of the region.

For the next century, more emphasis on long range planning is needed. As part of its planning responsibilities, Metropolitan Council should be responsible for a strategic plan for the entire waterfront. **The Official Plan should be amended to articulate a requirement for a waterfront plan which would require periodic reviews to reflect Metropolitan interests to the year 2011.**

7.0 CONCLUSIONS AND RECOMMENDATIONS

7.1 Conclusions

To assist in the resolution of these issues, the report has proposed a number of policy changes to the policies of the Metropolitan Official Plan. These proposals relate to Provincial policies, the application of uniform environmental standards, and the development of policies to define Metropolitan interests along the waterfront and in the valleylands. In addition, a number of definitions have been recommended for revision or addition in order to clarify policy interpretation and implementation. These recommendations will help Metropolitan Toronto expand and develop its parks and open system with due regard for the needs of the population and environment in anticipation of the demands which will be made on it into the next century. It will also ensure the protection and enhancement of the principal resources from the negative effects of private and public development.

7.2 Recommendations

The recommendations which follow have been classified for clarity into:

A. **General Recommendations** which are directed to the various levels of government, and public agencies and to Metropolitan toronto.

B. **Official Plan Recommendations** which propose possible amendments to the plan and which will be detailed further in the second phase of the Metropolitan Plan Review Program.

7.2.1 General Recommendations

1. Recreational Needs

The report has indicated that the next 20 years will bring increased levels of participation in active and passive recreation. This will be accounted for not by any major population increase, but by the growing interest in the

awareness of the natural environment and the importance of physical fitness as part of everyday life.

Together with this heightened level of interest, this report notes that the use made of parks will increase because age, sex, mental and physical handicaps need no longer limit participation. With the changing economy resulting in increased discretionary, time more people will be making more use of parks than ever before. The challenge for Metro is to prepare a strategic long range plan to accommodate the forecasted demand. To assist in accomplishing this objective, it is recommended that:

a. **An updated recreation survey of Metropolitan households should be undertaken to gauge future demands for recreational facilities and programs. This should be done in consultation with local program providers, MTRCA and the Provincial and Federal Governments.**

b. **Long range planning for parks and open space purposes should remain flexible in order to integrate new user requirements such as for the needs of the elderly, and the physically challenged.**

c. **Metropolitan Toronto look to upland areas as a resource base for the provision of those recreational ancillary uses which might otherwise have some adverse effect on the environment should they be located in the valleys or along the waterfront.**

d. **Efforts should be undertaken in programming and facility development to continue to extend the usefulness of the system on a year round basis.**

e. **Consideration should be given to continue the expansion of the Metro Trails system to link the valley parks systems together by the end of the century.**

2. Metropolitan Interests on the Waterfront

Along the waterfront, Metro's involvement has been concentrated on implementing the 1968 Metropolitan Toronto Waterfront Plan. Considerable progress has been made in developing projects such as Humber Bay, Ashbridge's Bay and Bluffer's Park and work continues on the remaining projects at Sir Sam Smith, Tommy Thompson Park and East Point Parks. Responsibility for the development of the Waterfront Plan is assigned to the MTRCA, except for the Central Area between Coxwell Avenue and Dufferin Street where the Toronto Harbour Commission has jurisdiction. Metropolitan Toronto is responsible for 50% of the cost of waterfront developments and has full responsibility for the cost and maintenance of the developed parks. Metropolitan Toronto's involvement has been limited in the Central Waterfront area to the management of Exhibition Park and the toronto Islands, the provision of major transportation facilities and the review of development applications. The Central Waterfront is not shown in Figure 10. However, there are broad Metropolitan planning issues in this area and the Official Plan process should be used to develop an expression of Metropolitan interests.

A further issue is the absence of a continuous public waterfront sector between Humber Bay Park and Marie Curtis Park in Etobicoke. With the impending redevelopment of the Motel Strip, an opportunity to extend public access along the shoreline is emerging. With this catalyst, the extension of a public shoreline with appropriate access may be possible.

It is recommended that:

a. **Figure 10 of the Official Plan be amended to indicate regional open space interests in the Central Waterfront and efforts be made to develop Metropolitan policies to reflect this interest in order to ensure that no open space opportunities be lost should non-port-related uses be permitted;**

b. **The 1967 Waterfront Plan for the Metropolitan Planning Area be reviewed and the preparation of a new plan and/or policies be**

considered in conjunction with the MTRCA and local municipalities particularly as it applies to the Central Waterfront and the Etobicoke sectors;

3. Environmental Management of the Principal Resources

The current Official Plan has environmental policies which emphasize land conservation and flood control. These are the purposes for which the valleylands were originally acquired. It is now recognized that the value of natural areas goes beyond these objectives and that an increased emphasis on a healthy city and/or urban conservation strategy may be needed if a better quality of life is to be achieved. The policies, programs and responsibilities of various levels of government are giving greater priority to practices geared to preserving and enhancing natural features and processes. These efforts and others have wider implications than those subjects covered by the Parks and Open Space Report. Therefore, it is recommened that:

a) **The urban environment background report investigate and analyse the application of a healthy cities/urban conservation strategy approach.**

Metropolitan Toronto's and the MTRCA environmental policies are mutually supportive of each other, but an issue has arisen with respect to the Authority's regulatory responsibilities. Fill regulations provide a form of development control consistent with Metropolitan Toronto's and MTRCA's interests. However, denial of a fill permit by the Authority can only be appealed by the applicant. The Mining and Lands Commissioner judges the case solely on technical criteria but does not take into account land use planning issues. This has the effect of prejudicing planning interests of a municipality, particularly when related appeals against development are before the Ontario Municipal Board.

It is recommmended that:

b) **The Province of Ontario be requested to investigate ways of having the appeals before the Mining Lands Commissioner dealing with fill permit applications integrated with those of the Ontario Municipal Board.**

7.2.2 Proposed Changes to the Official Plan

This report has identified areas where clarification is required to existing policies to ensure implementation of stated Official Plan objectives and recommended amendments to the Plan to reflect new policy initiatives stemming from this review and from all levels of government.

1. Acquisition of Lands for Metropolitan Purposes

Because Metro is a constituent municipality within the MTRCA's watershed area, it is required under the Conservation Act to support the financing of the MTRCA's Land Acquisition Program. Metropolitan Toronto has co-operated for the past 30 years with the MTRCA in the application of this policy, and has benefitted well in this arrangement since the acquired lands have been turned over to the Metropolitan Parks and Property Department for development and management. MTRCA's land acquisition program is limited by Provincial funding and their mandate which generally restricts them to acquiring only hazard and conservation lands. Metropolitan Toronto should be considering a more direct acquisition program, either to supplement MTRCA's program or to acquire additional lands in upland areas. Accordingly, it is recommended that:

a) **Policies be reviewed to ensure they adequately reflect the needs of the Metropolitan park system beyond the areas presently depicted on Figure 10 of the Plan.**

Another potential source of park lands can be made available through the development control process involving applications for buildings along the valley's crest. It is generally acknowledged that hazard lands are not suitable for local park purposes. But where a development proposal involves areas below the crest (or in waterfront lands - behind the Regulation Line), which are suitable for regional open space/parks purposes, a conveyance under Section 41 (1) and 50 (5) (a) of the Planning Act should not be precluded. Accordingly, it is recommended that:

b) **Sections 9B.5 and 9C.2 of the Official Plan be amended so as not to preclude the conveyance of lands for public open space/parks purposes.**

2. Flood Plain Planning

When screening applications for development, the Metro Planning Department has had regard for the Provincial policy on Flood Plain Management and the draft policy statement pursuant to the Planning Act entitled Flood Plain Planning. The policy has criteria for protecting areas below the Regulatory Floodline from development but it also allows municipalities to permit new development in specially recognized areas (ie. the flood fringe area) and in historically occupied areas known as Flood Damage Centres which are called defined Special Policy Areas. Since Metro has such areas, the Official Plan should recognize Special Policy Areas. However, the requirement for the detailed designation and articulation of Special Policy Areas should be considered an area municipal official plan responsibility. Accordingly, it is recommended that:

a. **The concept of Special Policy Areas be incorporated into the Official Plan in accordance with the Provincial Policy on Flood Plain Planning.**

3. Environmentally Significant Areas

Within Metropolitan Toronto, there are areas containing natural features and/or ecological functions of such significance as to warrant their protection. These areas are known as Environmentally Significant Areas and the Official Plan should ensure their protection from the direct and indirect effects of development. Accordingly, consideration should be given in the Official Plan to:

a. **Amending Section 8 and 9 to recognize Environmentally Significant Areas and their relationship to area municipal actions.**

4. Special Policy Areas

The City of Scarborough has adopted a secondary plan for Northeast Scarborough. They have also adopted a recommendation to request Metro

Council to amend its Official Plan "to delete the 'Special Study Area' designation and replace it with appropriate rural/recreational policies and relocate the realignment of Finch Avenue north of the CPR tracks, the realignment of Morningside Avenue, and Meadowvale Road". It is appropriate that the Metropolitan interests in the area be defined and incorporated into the Official Plan. Accordingly, it is recommended that:

a. **An amendment to the Official Plan be initiated which would reflect Metropolitan interests in Northeast Scarborough including parks and open spaces be initiated.**

8. **Amendments to Figures 10 and 11**

Below is a list of specific changes proposed for Figures 10 and 11 which will serve to facilitate comprehension of the policies in the text and the maps. Accordingly, it is recommended that:

a. **In order to reflect the information on Figure 10 more clearly (such as the inclusion of High Park, Etobicoke Centennial Park and Ontario Place - which are not Metro facilities) the title of Figure 10 should be changed to "Principal Parks and Open Space Resources of the Metropolitan Area";**

b. **To provide for the comprehensive linkages proposed in the report,**

   a) **the shoreline in the Central Waterfront should be identified as a part of the Parks and Open Space system on Figure 10**

   b) **the lower portion of the Don Valley and other portions of valleys no longer in their natural state should also be identified on Figure 10 and 11 as part of the system in order to complete the linkage of the Don to the waterfront and to indicate that these area should be subject to Metropolitan environmental policies;**

c. **To reflect the M.T.R.C.A.'s current and proposed land acquisitions, and the existing and proposed landfill configurations, the outline of Marie Curtis, Tommy Thompson, and East Point waterfront parks require updating;**

d. Due to the acquisition of the Forest Valley Day Camp and the Hinder Estate in North York by the M.T.R.C.A., the Minister of Municipal Affairs should be requested to resume the matter of referral R-9(b) and R-12(b) before the OMB, and to approve the provisions of the Metropolitan Official Plan accordingly; and

e. In order to clarify the information given in the footnotes on Figure 10, the wording should be revised to indicate that the maps also includes public, quasi-public, and private lands which are not part of the Land Acquisition Program of the M.T.R.C.A.

9. Official Plan Definitions

a. "Waterfront"
In order to reconcile the waterfront configuration shown on Figures 10 and 11 with the definition of "waterfront" in Section 1D 51, the definition should be revised to reflect the diagrammatical representations on the two figures; and

b. In addition consideration should be given to adding definitions of upland areas, valleys, environmentally sensitive areas, Environmentally Significant Areas, Special Policy Areas, Regional Storm, and Fill Regulation Line to Section 1D of the Official Plan.

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APPPENDIX A

FOOTNOTES

Chapter 1.0

1. Toronto Guild of Civic Art, Comprehensive Plan for Systematic Civic Improvements in Toronto, City of Toronto, 1909.

2. Clause No.2, Report No.1 of the Parks and Planning Committee, adopted by Metropolitan Council on February 21, 1956.

Chapter 2.0

1. The Regulatory Flood has been defined by the M.T.R.C.A. as the flood level produced by the Hurricane Hazel storn.

2. Clause No.3 of Report No.5, of the Economic Development and Planning Committee, adopted by Metropolitan Council on April 10, 1984.

3. Clause No.6 of Report No.1 of the Economic Development and Planning Committee, adopted by Metropolitan Council on February 1, 1983. Report indicates staff comments with regard to the draft Provincial policy statement on Planning for Flood Plain Lands. The report was basically suupportive of the draft policy.

4. Clause No.2 of Report No.15 of the Economic Development and Planning Committee, adopted by Metropolitan Council on December 9, 1986. This report conveyed support of the draft policy statement on Flood Plain Planning.

5. Clause No.1 of Report No.7, of the Economic Development and Planning Committee, adopted by Metropolitan Council on May 27, 1986. This report conveyed support of the goal of food land preservation subject to certain conditions.

6. Clause No.2 of Report No.3 of the Economic Development and Planning Committee, adopted by Metropolitan Council on March 1, 1985. This report indicated general support for the intent of the "Guidelines for Wetland Management".

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Chapter 3.0

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2. IBID

3. Canada Fitness Survey and Fitness Canada, Fitness and Aging, November, 1982, Page 10.

4. IBID, Page 8.

5. Canada Fitness Survey, The F&AS Women's Program and Fitness Canada, Changing Times: Women and Physical Activity, October, 1984, Page 10.

6. The World Masters Sports is a privately sponsored international sports association which held its first individual based competition in 1985 in Metropolitan Toronto.

7. Canada Fitness Survey and Fitness Canada, Physical Activity Among Activity limited and Disabled Adults in Canada, March, 1986, Page 8.

8. Municipality of Metropolitan Toronto, Metropolitan Toronto Planning Department, Ethnic Origin Mother Tongue, Derived from Census Canada, 1987.

9. Canada Fitness Survey and Fitness Canada, Fitness and Lifestyle in Canada, May, 1983, Page 8.

10. IBID, Page 9.

11. Metropolitan Parks and Property Department, Research Reports, 1983.

12. IBID

13. Johnson Sustronk Weinstein and Associates, The Metropolitan Toronto Waterfront Boating Demand Study Update, May, 1985, Page 36.

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15. City of Scarborough, Economic Research Division of the Economic Development Department, Biological, Economic and social Analysis of the Scarborough Sport Fishing, August, 29, 1985.

Chapter 5.0

1. Except for the City of York which has not yet approved a policy. The City of Toronto, though in agreement would like to be in a position to request specific Official Plan amendments as the need arises.

2. Marshall, Macklin, Monaghan Ltd., Physical Development Plan for Metro Toronto Zoo, Toronto, December, 1986.

Chapter 6.0

1. Minister of the Environment, on November 23, 1970 by Order-In-Council 2745/71 designated the M.T.R.C.A. as the implementary agency for the Metropolitan Toronto and Region Waterfront Plan.

2. Agreement between Metropolitan Toronto and M.T.R.C.A. relative to the Development, Operation and Maintenance of Waterfront Plan Areas within Metropolitan Toronto was executed on September 19, 1972.

3. Ontario Ministry of the Environment, Lakefill Quality Assurance Program, Toronto, 1982.

4. The City of Etobicoke has adopted By-laws No.1985-162 and 1987-188 which established a 7.5 m rear yard setback measured from the waterfront top-of-bank (limit of Hazard lands) for residential buildings containing four or fewer dwelling units.

APPENDIX B

section 8

PARKS AND OPEN SPACE

A. THE PARKS AND OPEN SPACE SYSTEM

The basis of the *Metropolitan* parks and open space system is the valleys of the Humber, Don and Rouge Rivers, the Etobicoke, Mimico and Highland Creeks, and their tributaries and the *Metropolitan waterfront*, as indicated by colour on Figure 10 "Principal Resources of the Parks and Open Space System".

B. GENERAL OBJECTIVES

1. The *Corporation* shall continue the acquisition of land and development of a *Metropolitan* park system comprising those park functions and facilities which can be performed most appropriately on a *Metropolitan* scale. Without limiting the generality of the foregoing, *Metropolitan* parks may include horticultural and zoological gardens, wilderness and scenic areas, organized picnic facilities, nature trails, bridle, jogging and bicycle paths, hiking and ski trails, park drives, day camps, beaches, boating facilities and other water sports areas and facilities, major athletic and winter sports facilities, golf courses and extensive areas of open space for passive use.

*REFERRED R-7(a) TO O.M.B.

2. The development of the parks and open space system shall be based on the following objectives:

   a. the planning, design and management of the *Metropolitan* park system shall support the natural environment in the valleys, *waterfront* or other environmentally sensitive areas;

REFERRED R-7(b)** TO O.M.B.

*REFERRED R-7(a) TO O.M.B.

   b. the *Metropolitan* parks should be located and designed to enhance the aesthetic character of the urban area and should be accessible from *arterial roads* and *transit* routes;

   c. natural areas, particularly those suitable for outdoor environmental education, should be retained; and,

   d. recreational spaces and facilities in *Metropolitan* parks should be provided for year-round activities serving the needs of the *Metropolitan* community that are not met by the *Area Municipalities*.

REFERRED R-7(b)** TO O.M.B.

C. VALLEY LAND – ACQUISITION

*REFERRED R-8(a) TO O.M.B.

1. It is the intent of *Council* that the *Corporation* shall continue to contribute to the purchase of privately owned valley lands, in accordance with *Metropolitan Toronto and Regional Conservation Authority* programmes and policies for the acquisition of flood plain and conservation lands.

REFERRED R-8(b)** TO O.M.B.

2. Private golf courses situated along *major river valleys* occupy lands necessary for the achievement of flood control and water conservation objectives. In the event that these are considered for development for other uses, the *Corporation* shall support their purchase according to *Metropolitan Toronto and Region Conservation Authority's* programmes and policies for the acquisition of flood plain and conservation lands. In addition, the *Corporation* may directly acquire the balance of a golf course not purchased

(* R-7(a) and R-8(a) - Referred only insofar as they apply to those lands outlined in "red" on Figures 10 and 11 and identified as "R.9(a)" and "R.12(a)".)
(**R-7(b) and R-8(b) - Referred only insofar as they apply to those lands outlined in "blue" on Figures 10 and 11 and identified as "R.9(b)" and "R.12(b)".)

by the *M.T.R.C.A.*, or which the *M.T.R.C.A.*, is unable to purchase. Notwithstanding any other provisions of this *Plan*, *Council* supports the retention of private golf courses in their present use.

*REFERRED R-8(a) TO O.M.B.

3. The *Corporation* may also acquire valley related lands to meet any of the objectives of this *Plan* having regard for:

   a. the relationship of a proposed purchase to any current capital program of the Metropolitan Parks Department;

   b. the usefulness of a parcel as a connective link in the parks system;

   c. the ability of a site to accommodate any of the open space functions stated in this *Plan;* and,

   d. the degree of hazard or environmental sensitivity of any parcel of land or water.

**REFERRED R-8(b) TO O.M.B.

4. The *Corporation* shall continue to support the flood control and conservation policies and projects of the *M.T.R.C.A.* Notwithstanding this commitment, *Council's* policy shall be to give priority to the development of the parks and open space system within the *Planning Area.*

D. VALLEY LAND USES AND MANAGEMENT

1. The development of valley lands for park purposes should be restricted to those park uses having low impact on flood control and water conservation practices and the natural and aesthetic qualities of the valley. Valley land should be retained in its natural state to the extent possible having regard for other objectives of this Section.

2. *Metropolitan Toronto* valley lands purchased by the *M.T.R.C.A.* shall continue to be managed under agreement by the *Corporation.*

3. The phasing of development of valley lands for *Metropolitan* parks should have regard for the availability of existing developed parks within the general area.

4. Valley lands should be developed to provide outdoor recreational opportunities that serve regional interests and are supplementary to the recreational opportunities supplied by *Area Municipalities.*

5. The *Corporation,* in co-operation with the *M.T.R.C.A.* and *Area Municipalities,* shall support and encourage:

   a. programs of tree planting on public and private open space areas of the *major river valleys* as an aesthetic, water quality and erosion control measure; and,

   b. the identification and protection of existing woodlots, wetlands and other environmentally sensitive areas both within and beyond *major river valley* lands and the *waterfront.*

E. THE WATERFRONT

1. The *Corporation* supports the *M.T.R.C.A.* as the agent for the development of the *waterfront.* In approving plans or projects to develop the *waterfront, Council* shall be guided by the following:

   a. the fragile environmental character of the *waterfront;*

   b. the primacy of water-oriented recreational activities;

(* R-7(a) and R-8(a) - Referred only insofar as they apply to those lands outlined in "red" on Figures 10 and 11 and identified as "R.9(a)" and "R.12(a)".)
(**R-7(b) and R-8(b) - Referred only insofar as they apply to those lands outlined in "blue" on Figures 10 and 11 and identified as "R.9(b)" and "R.12(b)".)

c. the demand for boating facilities including public launch sites, boat harbours and mooring sites;

d. a *Metro Trails* network as described in sub-section G.3;

e. the need for a wide variety of active and passive recreational experiences throughout the year;

f. the adequacy of parks within the general area to be served by any *waterfront* park; and,

g. areas of historical interest.

2. As The Metropolitan Toronto and Region Waterfront Plan does not cover the whole of the *waterfront* within the *Planning Area*, the *Corporation* may acquire other *waterfront* lands to support the objectives of the *Plan*.

3. Continuous public access along the entire *waterfront*, through private and public lands, is a long term objective of the *Plan*. In order to promote public access to the *waterfront*, the *Corporation* supports the retention in public ownership of all road allowances that terminate at the *waterfront*.

4. It is *Council's* intent to give priority to acquisition and development of *waterfront* properties within the boundaries of *Metropolitan Toronto* subject to the provisions of The Conservation Authorities Act.

5. The Toronto Islands should continue to function as a *Metropolitan* park, excepting the lands of the Toronto Island Airport and, until July 31, 2005, the lands referred to in Sections 215a and 215b of the Metropolitan Toronto Act, which Sections permit residential and other purposes. Future development of the Islands should have regard for the following:

a. the uniqueness of the site as defined by its "island" characteristics;

b. the relationship of the site to water-oriented uses; and,

c. the character of the site as a wildlife habitat and migration route.

F. EXHIBITION PARK

1. It is the policy of *Council* to prepare a plan for *Exhibition Park*. *Exhibition Park* consists of Exhibition Place and the contiguous parklands, including Gore Park, Battery Park and Coronation Park.

2. The *Exhibition Park* Plan will have consideration for:

a. extending the usefulness of *Exhibition Park* for longer periods of the year, for regular and special events and casual usage by the community;

b. improving the general appearance and urban park environment of Exhibition Place and related parking areas;

c. developing suitable recreational opportunities with a broad appeal to the *Metropolitan Toronto* community and its visitors; and,

d. preserving where feasible, the existing physical structures and monuments which reflect the historical development and character of *Exhibition Park*.

3. In the *Exhibition Park* Plan, it will be *Council's* objective to strengthen the physical and functional relationship with Ontario Place, Harbourfront and other waterfront park and recreational facilities. Planning for this objective should consider pedestrian and bicycle connections, recreational boating and, where feasible, scenic vehicular routes. Future Provincial planning for

Ontario Place should be in concert with *Council's* objectives for the area.

4. In the preparation of its *Exhibition Park* Plan, the *Corporation* shall consult with the Council of the City of Toronto or its representatives.

G. RECREATION

1. The *Corporation* shall, in consultation with the *Area Municipalities*, institute a program for assessing recreation demand. This assessment should occur no less than once every 10 years.

2. Based on this assessment, the *Corporation*, while continuing its role in the provision of natural areas for passive recreational activities, may finance, construct and manage recreational facilities and may acquire and develop lands necessary to provide these facilities in one or more of the following circumstances:

   a. where *Area Municipalities* or private agencies are not able to supply recreational facilities by reason of space limitations or lack of financial capability;

   b. where a recreational use can only be supported by the *Metropolitan* population;

   c. where recreational uses of a regional nature are occupying *Area Municipal* neighbourhood recreational space; and,

   d. where special facilities are needed to support highly competitive levels of participation and training.

3. The *Corporation* shall use the *Metropolitan* park and open space system as the basis of a *Metro Trails* network that will provide for walking, jogging, skiing and cycling. In order to form a complete network, the *Area Municipalities* shall be requested to support the development of the *Metro Trails* system, particularly when portions of such trails would employ *Area Municipal* parks, open spaces, streets or other public lands. Similarly, the participation of other agencies will be sought as may be necessary for the implementation of the *Metro Trails* network.

H. AREA MUNICIPAL PARKS

1. In certain instances, *major river valleys* and *waterfront* lands under the jurisdiction of the *Corporation* may be used for *Area Municipal* park purposes.

2. Acting upon the request of an *Area Municipality*, the *Corporation* may assume any *Area Municipal* park, which, in the opinion of the *Corporation*, is a park of *Metropolitan* function and character.

I. PARKWAY BELT WEST

The development of those lands in the *Metropolitan Toronto Planning Area* that are affected by The Parkway Belt West Plan shall be governed by the provisions of The Parkway Belt West Plan, July 1978, which forms part of this official plan, and in the case of any discrepancy between The Parkway Belt West Plan and the remainder of this official plan, the provisions of The Parkway Belt West Plan shall prevail.

section 9

ENVIRONMENTAL MANAGEMENT

A. GENERAL OBJECTIVES FOR VALLEYS AND WATERFRONT

1. It is the intent of *Council* to provide present and future residents of *Metropolitan Toronto* with a high quality environment by protecting and enhancing natural features and processes subject to relevant Provincial Statutes. *Council* shall use its powers and persuasion to achieve objectives of clean air, clean water and tolerable levels of noise.

2. The conservation of the natural environment of *Metropolitan Toronto* is a goal of this *Plan*. The achievement of this goal requires environmental management policies for the two principal natural features in which the *Corporation* has a proprietary or an administrative interest — the *major river valleys* and the *waterfront*.

3. For the purposes of the *Plan*, *major river valleys* are those shown on Figure 11. The *waterfront* is the area of the Lake Ontario shoreline within the boundaries of *Metropolitan Toronto*, as shown on Figure 11 and defined in Section 1.D.51.

4. *Council*, through its responsibilities for land acquisition, development control and remedial works related to the *major river valleys* and the *waterfront*, shall be guided by the following objectives:

   a. the safeguarding of human life;

   b. the protection of public and private property; and,

   c. the conservation of water, vegetation, wildlife and natural processes.

B. SPECIFIC POLICIES FOR VALLEYS

*REFERRED R-10(a) TO O.M.B.

1. It is the intent of *Council* to maintain the *major river valleys* from crest to crest primarily in a natural state except for compatible recreational uses and essential public works. Therefore *Council* opposes all other development below the crest of the slope in *major river valleys* which:

   a. would be susceptible to flooding or require fill to raise the site above the flood line; or,

   b. would be susceptible to property damage due to unstable soil conditions, or contribute to increased erosion on valley slopes; or,

   c. would conflict with the maintenance of natural and environmentally sensitive areas of a valley as a public resource.

2. When deemed necessary, *Council*, in co-operation with the *M.T.R.C.A.*, may acquire lands along *major river valleys*.

3. Along the *major river valleys*, a *valley land impact zone* is hereby established.

4. Within the *valley land impact zone*, any change in land use proposed and any development proposed shall be reviewed by the *Corporation* to assess the impact on the natural environment. Where necessary such proposals shall be revised to ensure adequate consideration is given to:

**REFERRED R-10(b) TO O.M.B.

(* R-10(a) - Referred only insofar as they apply to those lands outlined in "red" on Figures 10 and 11 and identified as "R.9(a)" and "R.12(a)".)

(** R-10(b) - Referred only insofar as they apply to those lands outlined in "blue" on Figures 10 and 11 and identified as "R.9(b)" and "R.12(b)".)

a. maintaining the natural processes and features,

b. maintaining suitable water table levels, surface and underground drainage patterns and water quality,

c. protecting slopes from erosion,

d. preserving natural wildlife habitats and vegetation,

e. minimizing disruption of the natural scenic resources, and,

f. preventing damage to existing and future structures from slope erosion or slumping.

Therefore, where deemed necessary by *Council* the proponent of proposed plans of subdivision, Area Municipal Official Plan Amendments, rezoning applications, Committee of Adjustment applications and proposed public works shall be required to provide an environmental appraisal acceptable to the interested authorities relating to the above criteria. This requirement does not apply to public works for which an Environmental Assessment has been submitted and approved pursuant to the Environmental Assessment Act, 1975.

*REFERRED R-10(a) TO O.M.B.

5. Lands below the crest of the slope of the *major river valleys* intended for public acquisition shall not be used for the purposes of calculating permissible density or for the conveyance of land for park purposes under Sections 33(5)(a) and 35b(1) of The Planning Act.

6. In considering development proposals adjacent to valley slopes, *Area Municipalities*, through consultation with the *M.T.R.C.A.* where required, should adopt appropriate policy statements or revisions to zoning By-laws to ensure:

a. normally required minimum set-backs or such set-backs as are determined by detailed site study should be measured from the crest of the valley slope, as defined prior to development if it is stable;

*REFERRED R-10(a) TO O.M.B.

b. set-backs from unstable valley slopes should be increased to minimize any adverse effect on the slope area; and,

c. underground and ancillary structures and open paved areas should be set back and designed so as to maintain the stability of the valley slope and/or protect unstable slopes from slumping or erosion.

**REFERRED R-10(b) TO O.M.B.

**REFERRED R-10(b) TO O.M.B

7. Recognizing that projects both within and beyond its borders in the upstream reaches of all valley lands may have detrimental effects on *major river valleys*, *Council* shall support the *M.T.R.C.A.* in discouraging upstream developments and storm water works, either public or private, which could cause downstream flooding, erosion, siltation or pollution.

***REFERRED R-13 TO O.M.B.

8. *Council urges Area Municipalities:*

a. to amend Official Plans and Zoning By-laws to reflect and support the intent of this Sub-section;

b. to adopt and actively enforce development controls as permitted under Section 35a of The Planning Act, or by other legislation, within the *valley land impact zone;* and,

c. to protect and maintain ravine and valley systems not subject to policies of this *Plan* using protective policies similar to those of this Section, as well as by-law implementation techniques.

C. SPECIFIC POLICIES FOR THE WATERFRONT

1. *Council* is opposed to development in lands designated as *hazard lands* by the *M.T.R.C.A.* along the *waterfront.*

(* R-10(a) - Referred only insofar as they apply to those lands outlined in "red" on Figures 10 and 11 and identified as "R.9(a)" and "R.12(a)".)

(** R-10(b) - Referred only insofar as they apply to those lands outlined in "blue" on Figures 10 and 11 and identified as "R.9(b)" and "R.12(b)".)

(*** R-13 - Referred only insofar as it applies to those lands outlined in "blue" on Figures 10 and 11 and identified as "R.9(b)" and "R.12(b)".)

2. Along the *waterfront* lands which have been designated as *hazard lands* or for public acquisition by the *M.T.R.C.A.* shall not be used for the purpose of calculating permissible density or for the conveyance of land for park purposes under Sections 33(5)(a) and 35b(1) of The Planning Act. Furthermore, for the purpose of establishing set-backs for development, the *waterfront regulation line* shall be used in those instances where lot lines extend below the *waterfront regulation line*.

3. Within the limits of its authority within the *waterfront hazard lands* and areas adjacent to *waterfront hazard lands, Council* shall not permit any construction, remedial works, building, placing of fill, or excavating, either public or private, unless such activities will not have any unreasonable adverse environmental effects.

4. *Council* urges *Area Municipalities:*

   a. to adopt and actively enforce development controls as permitted under Section 35A of The Planning Act, or by other legislation, along areas adjacent to *waterfront hazard lands*.

APPENDIX C

DEVELOPMENTS APPROVED BELOW THE CREST OF A MAJOR VALLEY (METRO OFFICIAL PLAN 9.B.1-B.4) SINCE OCTOBER 1980 TO END DECEMBER 1987

Location	Proposal	Issue (9.B.1-B.4)	Resolution	Decision
Don River Valley(s)				
6100 Leslie Street (S. of Steeles)	3-storey private school.	Below crest, partly on flood plain requiring fill, regrading, removal of trees.	- Existing (temporary) use. - Continuity of crest and definition of flood plain affected by regrading for road construction, which provides "developable" frontage. - MTRCA issued fill permit. - Other valley land to be made available for acquisition? - Limited "continuity" along rest of valley maintained.	"Not opposed" by Metro. Approved by local OPA/ Zoning By-law.
Moatfield Drive (W. of Don Mills/ N. of York Mills)	Relocate historic building to be used as commercial restaurant.	Below crest, on flood plain requiring fill to prevent flooding.	- Continuity of flood plain affected by road construction (Don Mills - York Mills). - Part of flood plain further cut off by road construction (Moatfield). - Fill permit to be approved by MTRCA.	"Not opposed" by Metro. Approved by local OPA/ Zoning By-law.
W/S Bathurst Street/ (N. of Sheppard)	7-storey office building for YMHA.	Below crest, potential slope erosion.	Property already developed on fill. MTRCA requirements to control erosion.	"Not opposed" by Metro. Approved by local OPA/ Zoning By-law.
*Carson Crescent (W. of Yonge St., N. of Wilson Avenue)	Redevelopment for offices, church, etc.	Technically below crest. (See North York O.P.)	Site on "terrace". Already developed, non-flood vulnerable impacts on valley controllable.	"Not opposed" by Metro. Approved by local OPA (OMB) and Zoning By-law.
Mimico Creek Valley				
3109 Bloor Street West 3200 Bloor Street West	Auto rental building. Addition to auto dealership.	Below crest on flood plain needing fill.	Shallow valley, development already encroaches, fill approved by MTRCA (re FDC designation).	Not opposed. Approved by OMB.
Dundas/Islington Islington/Central Parkway	Redevelop car dealership with apartments. Additional apartment building.	Below crest on flood plain) requiring fill.	Shallow valley, sites already developed, fill approved by MTRCA (re FDC designation).	Not opposed. Approved by local OPA/ and/or Zoning By-law.
Black Creek Valley				
S/W corner Trethewey Drive/ Black Creek Drive	Police Station	Technically below the crest.	Shallow valley, disturbed by road construction and encroaching developments. Removed from flood plain by construction of Black Creek Drive.	Not opposed. Approved by local Zoning Amendment.

* (Three other office developments on Carson Crescent, one at Church Road and one on the north side of York Mills Road, all on the east side of Yonge Street and therefore removed from direct contact with the "lower crest", were dealt with similarly.)

INFORMATION TO THE READER

This report is one of a series of background and proposal studies undertaken in the general area of "open space and environment" as part of the Metropolitan Plan Review.

All members of the community are invited to comment on the matters presented. It is hoped that individuals and organizations with particular expertise on items raised here, will convey their conclusions, concerns and recommendations. These comments will be considered and reported in the preparation of policy recommendations which will follow.

Submissions should be sent to:

Metropolitan Toronto Planning Department
Policy Development Division
East Tower, 11th Floor
City Hall
Toronto, Ontario
M5H 2N1

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The "Metropolitan Plan Review" is a program to review the Official Plan For The Urban Structure: Metropolitan Toronto. The program was adopted by Metropolitan Council in March of 1986 and is available in printed form as "Report No. 1: Program, Metropolitan Plan Review". Copies are available from the above address.

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